

VOLUME 91

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DEC 2 - 1935 NUMBER 6

THE AMERICAN School Board Journal

A PERIODICAL *of* SCHOOL ADMINISTRATION



DECEMBER 1935



HUNT
BROS.

THE BRUCE PUBLISHING COMPANY
MILWAUKEE
NEW YORK CHICAGO

A BOARD-OF-EDUCATION BUSINESS-EFFICIENCY RATING PLAN—Sears



JOHNSON DUAL THERMOSTAT

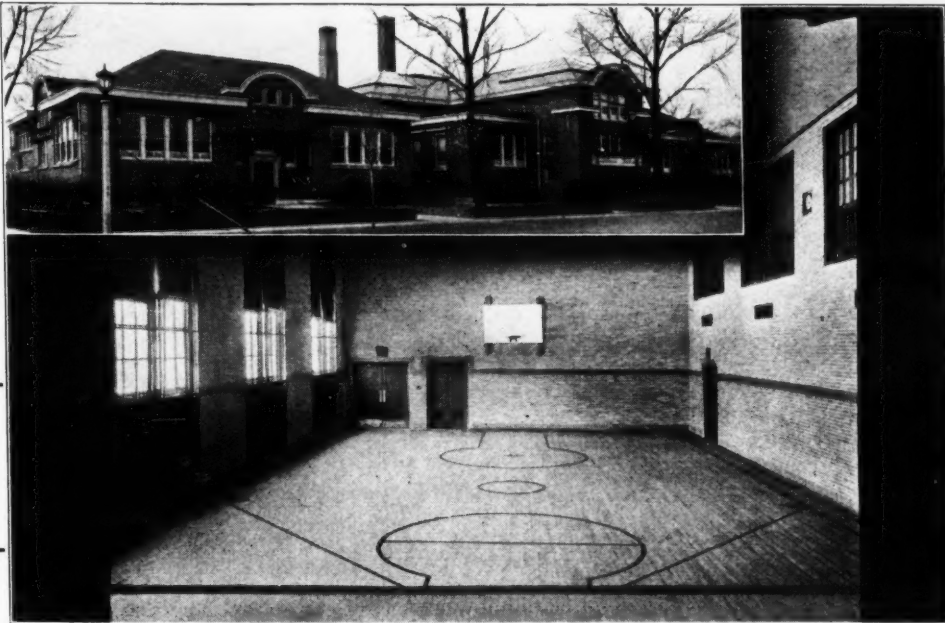
Whatever the Temperature Control Problem!

JOHNSON apparatus is available for the proper automatic operation of every type of heating and ventilating system. An example of this is the development of JOHNSON devices to secure the cycle of operation required from unit ventilators and auxiliary radiators which make up the ventilating and heating installations in many modern school buildings . . . The relationship between the elements of a JOHNSON control system is worked out carefully so that exactly the desired results are obtained. To these problems, JOHNSON brings more than half a century of experience in just this one line of business—the design, manufacture and installation of automatic temperature and humidity control systems. That is why “school-people” everywhere place their temperature control problems in the hands of this organization.

JOHNSON SERVICE COMPANY

MILWAUKEE, WISCONSIN « BRANCHES IN ALL PRINCIPAL CITIES

Lincoln School
Oak Park,
Ill.



E. E. ROBERTS and
ELMER C. ROBERTS, Inc.
Architects
Chicago

CHOSE HARD MAPLE *for Gymnasium because* *it comes closest to meeting all the requirements*

Few problems in school construction require deeper consideration than that of selecting the material for floors. How will the flooring affect school room routine—the health and efficiency of pupils? Will it be an economy over a period of years? How easily can it be kept clean? Will it provide firm anchorage for desks? Will it simplify or hinder other construction work? These are some of the questions that must be asked—and answered.

Fortunately, one flooring material gives the proper answer to all these questions, *Northern Hard Maple*—the flooring material that combines warm, dry, cushioning effect beneath the feet, with lasting wear and smoothness.

Northern Hard Maple is resilient, tough-fibred, tight-grained. It will not splinter, splinter or develop ridges when subjected to the scuffing and pounding of youthful feet. It actually

"We are glad to say that the Maple Flooring used in the Lincoln School gymnasium in Oak Park, Illinois, was selected because we felt it was the best flooring material to use. We feel that it comes closest to meeting all the requirements than any other flooring.

We used Maple Flooring in the classrooms of the old buildings in the Lincoln School group twenty-five years ago and they are still in good condition. The Superintendent of Buildings seals these in a manner which now gives a fine surface, very readily cleaned."

ELMER C. ROBERTS

outwears stone! Maple, moreover, is exceptionally easy to keep clean. Its smooth surface offers no lodging spaces for dirt and dust.

Consider these advantages of Northern Hard Maple. Consider, too, the fact that it provides firm anchorage for desks and does not interfere with other construction work. Get all the facts about this unique flooring material. Consult your architect.

GOOD SERVICE FINISHES ARE AVAILABLE

—especially adapted to classroom floors of Maple. These finishes seal the surface of hard maple, keep out dirt, resist soil stains and prove non-slippery. They will not mar, scratch or flake off. That's why they are easy to clean and maintain at low cost.

Floor with Maple

The letters **MFMA** on Maple, Beech or Birch Flooring signify that the flooring is standardized and guaranteed by the Maple Flooring Manufacturers Association, whose members must attain and maintain the highest standards of manufacture and adhere to manufacturing and grading rules which economically conserve these remarkable woods. This trade-mark is for your protection. Look for it on the flooring you use. **MFMA**

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Members of the Maple Flooring Manufacturers Association have contributed many thousands of dollars and years of work to standardize and improve the manufacture and grade uniformity of Northern Maple, Beech and Birch Flooring. The following manufacturers only are licensed to use the Association Trade-mark **MFMA**. Specify **MFMA** on the flooring you use.

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Let our Service and Research Department assist you with your flooring problems. Write us.

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A cross section of the thought of American leaders of today and yesterday

A PRACTICAL STUDY OF AMERICAN SPEECHES

By HERALD M. DOXSEE

These forty-one carefully selected speeches provide excellent examples of composition in description, exposition, narration, and argumentation with the added feature that they were presented for the immediate reaction of an audience and that a favorable response gave each a place of recognition. The inclusion of representative high-school orations provides ample study in this form of composition and brings the study of American speeches down to a very practical application to the student's needs. Several pedagogical features add to the value of the material as a high-school text. A brief introduction to each address presents one or more thoughts to guide the student in his study. Lists of unusual words appear after many of the speeches. Following each is a set of questions and problems designed to aid in the development of good judgment and stress outstanding features and ideas in the discourses.

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A PRACTICAL TEACHER OF PUBLIC SPEAKING

By HERALD M. DOXSEE

To prepare the student to meet the numerous situations in life that demand effective public speaking is the aim of this practical book. It takes up in detail not only public speaking as such, but also the principles of sales talks, argumentation, public extemporaneous speaking, after-dinner speaking, and conducting public meetings. Drill in pronunciation and grammatical constructions, and exercises at the close of each chapter suggest a plan for the recitation hour. Pen and ink cartoons humorously exaggerate uses and abuses of the English language, faults and habits of speakers, etc. A wide selection of readings are included to give the student practice in the principles he is learning.

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By FRED G. FOX

A remarkably clear and concise statement of the essential principles of grammar. The author approaches the subject from a logical and common-sense view to convince students that grammar can be made a fascinating and interesting challenge to their learning ability. The absence of unnecessary detail makes for ease in acquiring necessary principles. Splendid for high school review purposes.

20 cents

The Bruce Publishing Company

NEW YORK

MILWAUKEE

CHICAGO

The speeches range from George Washington's Farewell Address to speeches by Franklin D. Roosevelt and his contemporaries showing definitely the trend in speech construction today as contrasted with methods of the past. Contemporaries marching in this parade include Herbert Hoover, Richard E. Byrd, Mrs. Charles A. Lindburgh, Jane Addams, Gen. Hugh S. Johnson, etc.

SIXTY ALPHABETS

By THE HUNT BROTHERS

An enlargement of the authors' earlier book FIFTY ALPHABETS which met so well the demand for a series of alphabets illustrating examples of classic and modern lettering. The material of the first book has been retained with additional alphabets included — each serving some special lettering purpose and enlarging the scope of the book to make it adaptable to a wider variety of uses. An important new chapter providing a geometrical analysis of the Roman alphabet demonstrates the basic construction of this alphabet. All the alphabets are distinguished for delicacy of design, gracefulness of line, and adaptability to special uses.

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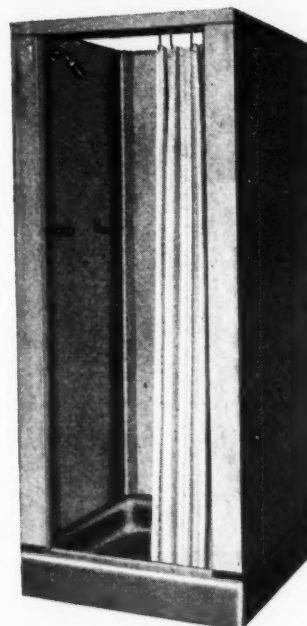
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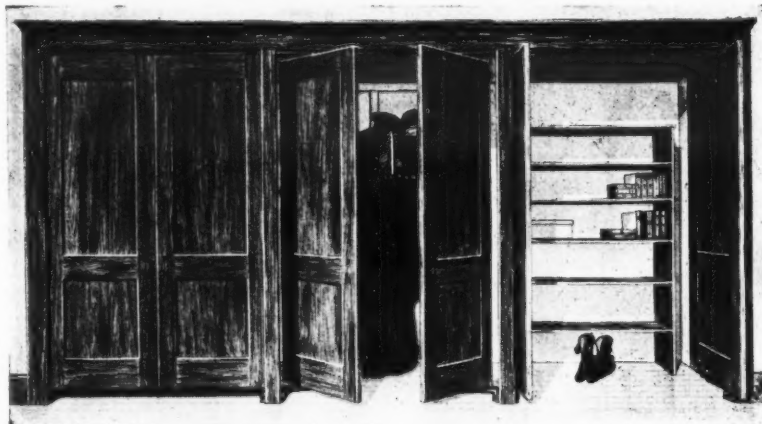
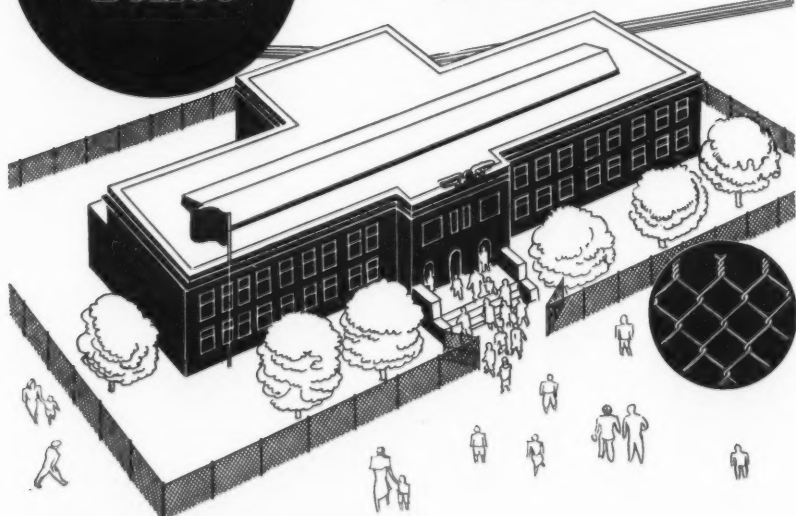
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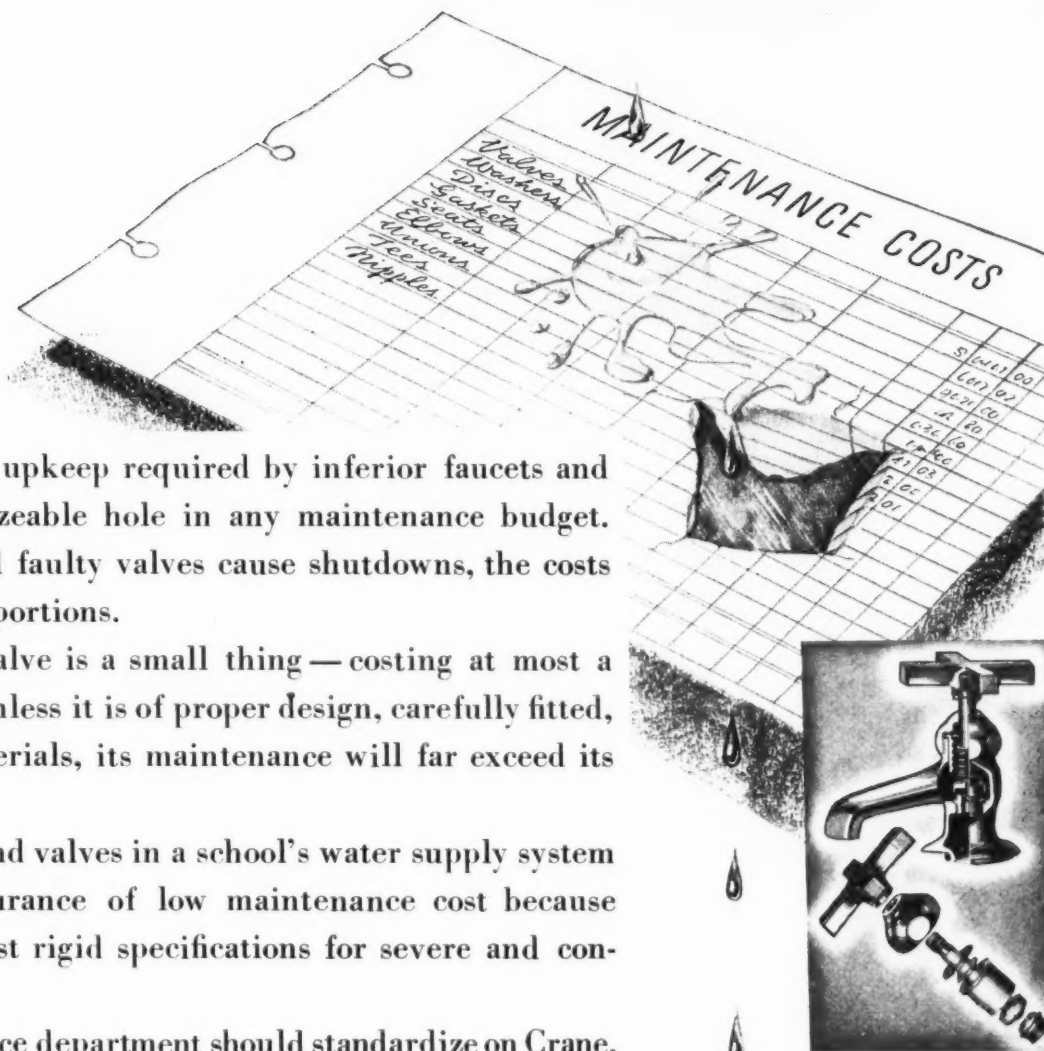
Wardrobes are furnished complete in the knockdown, with all woodwork cut to size, and only need to be nailed in place. The hinges are easier to put on than common butt hinges. The entire cost of installation is small.

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When leaks and faulty valves cause shutdowns, the costs assume major proportions.

A faucet or a valve is a small thing—costing at most a few dollars. Yet unless it is of proper design, carefully fitted, and of sound materials, its maintenance will far exceed its initial cost.

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Your maintenance department should standardize on Crane. It will result in a sizeable reduction in the cost of maintaining proper health and sanitation facilities in your school.

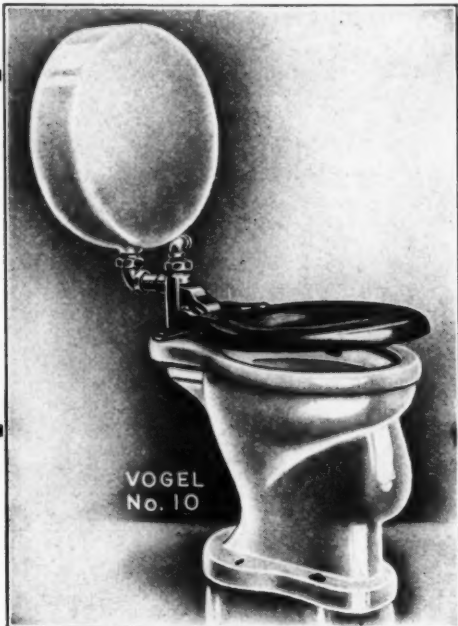
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CAESAR RODNEY SCHOOLS
WYOMING-CAMDEN
DELAWARE

August 19, 1935.

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SUPERINTENDENT OF SCHOOLS
AND SECRETARY OF THE
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A demonstration of the Spencer Portable can be arranged.

SPENCER CENTRAL AND PORTABLE
HARTFORD VACUUM CLEANING SYSTEMS

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"Why our Board voted SYNCRETIZED AIR



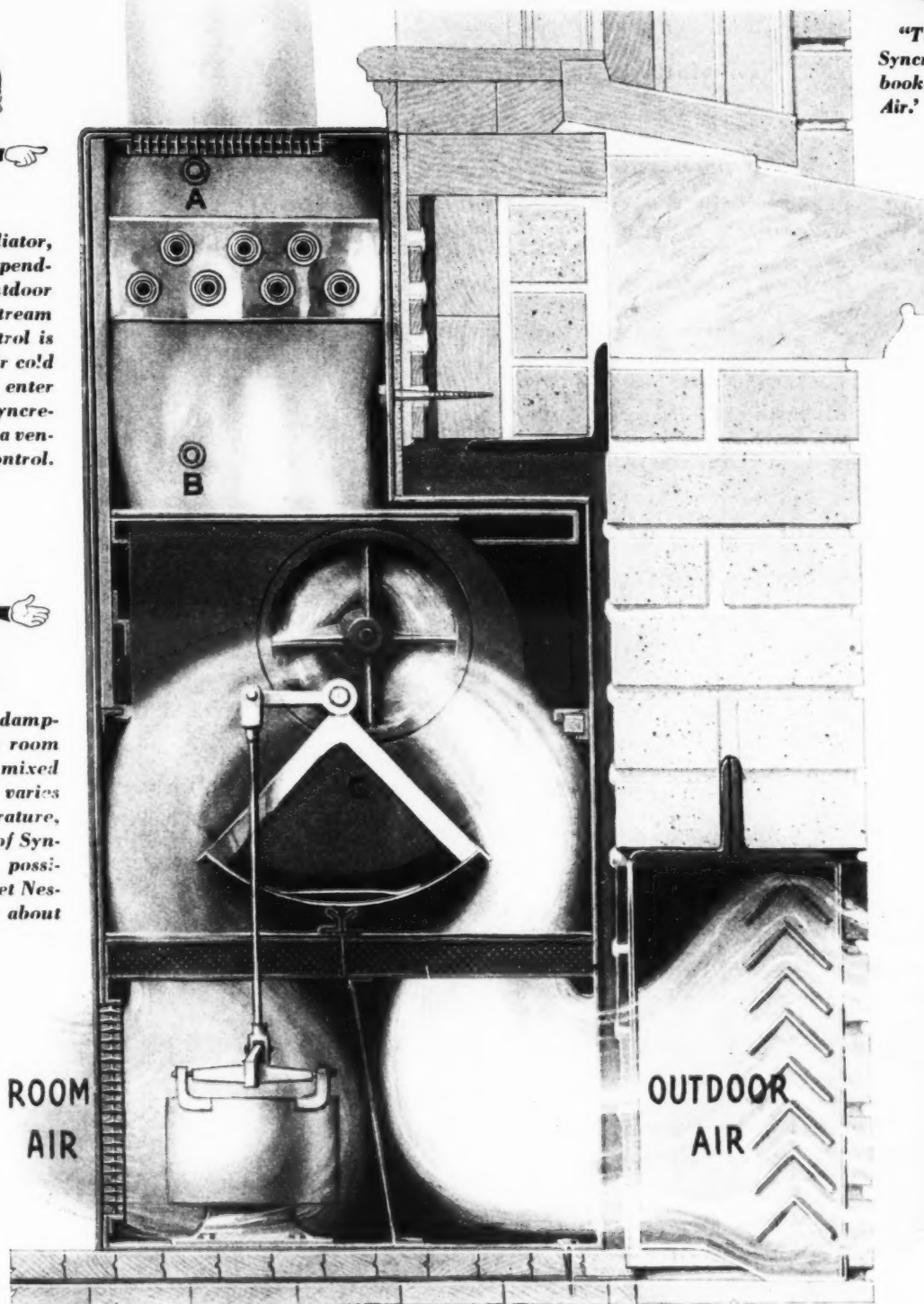
"This is the air-stream from a Nesbitt unit. All day it is warm enough to maintain the desired classroom temperature and cool enough to prevent overheating — yet never cold enough to cause a draft. It is specially CONTROLLED.



"There at A, above the radiator, or at B, above the fans (depending on the percentage of outdoor air desired), the Nesbitt air-stream minimum temperature control is located. It assures that no air cold enough to cause a draft can enter the room through the Syncrretizer. Don't think of buying a ventilating unit without this control.



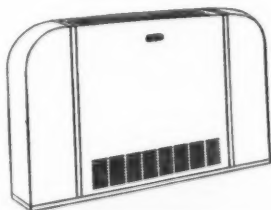
"And there's the Nesbitt damper, automatically selecting room air and outdoor air to be mixed by the fans. Its position varies according to outside temperature, room conditions, and type of Syncrretizer. The fuel savings possible would astonish you! Get Nesbitt's book and read all about these wonderful units.



"This cross-section view of the Syncrretizer is from Nesbitt's new book, 'The Story of Syncrretized Air.' Send for your free copy.



"Well, we bought Nesbitt Syncrretizers for our new school, as many other boards are doing. We shall have 'Perpetual June' in our classrooms — no drafts; no overheating; comfort and health for scholars; and lots less fuel to buy. . . . Take my tip — choose Nesbitt heating and ventilating units!"



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Sold by American Blower Corporation, Buckeye Blower Company, and John J. Nesbitt, Inc.

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THIS country is generally charged with being recklessly wasteful. A land of abundance and plenty where many are in want.

The charge is mostly centered around our Natural Resources.

To refute these charges we point to Industries and their utilization of by-products.

There are phases of waste that are not generally recognized as such.

If the pupil load per teacher in our schools is so great that the class cannot make normal progress—there is waste.

If the teacher is underpaid to the extent that her energy and enthusiasm are undermined through financial worries—there is waste.

If inadequate school facilities are offered so that pupils are on part time—there is waste.

If these same officials do not furnish a healthful environment so that absences through illness result—there is waste.

If old, ill-adapted seatings cramp the pupil's natural position to the extent of retarding his progress—there is waste.

If classes get a smattering of the science because laboratory equipment and supplies are inadequate—there is waste.

If reference books, charts, maps, globes, essential to supplement the teaching of the allied subjects, are lacking—there is waste.

If writing practice paper is not of sufficiently high quality to permit pupils to do their best work—there is waste.

If the educational material for seatwork is not furnished primary pupils—there is waste.

If school officials intent upon economy fail to furnish adequate textbooks for pupils—there is waste.

If art, an essential part of a school curriculum, is not offered—there is waste.

If supplies in general are not up to standard, or insufficient in quantities to adequately serve the pupils—there is waste.

If the physical well-being of the pupils is sacrificed for the purely mental—there is waste.

Where any material is lacking that when furnished would assist the pupils to do materially better work—there is waste.

By all means eliminate waste in dealing with Natural Resources.

Our greatest Natural Resources are our School Children.

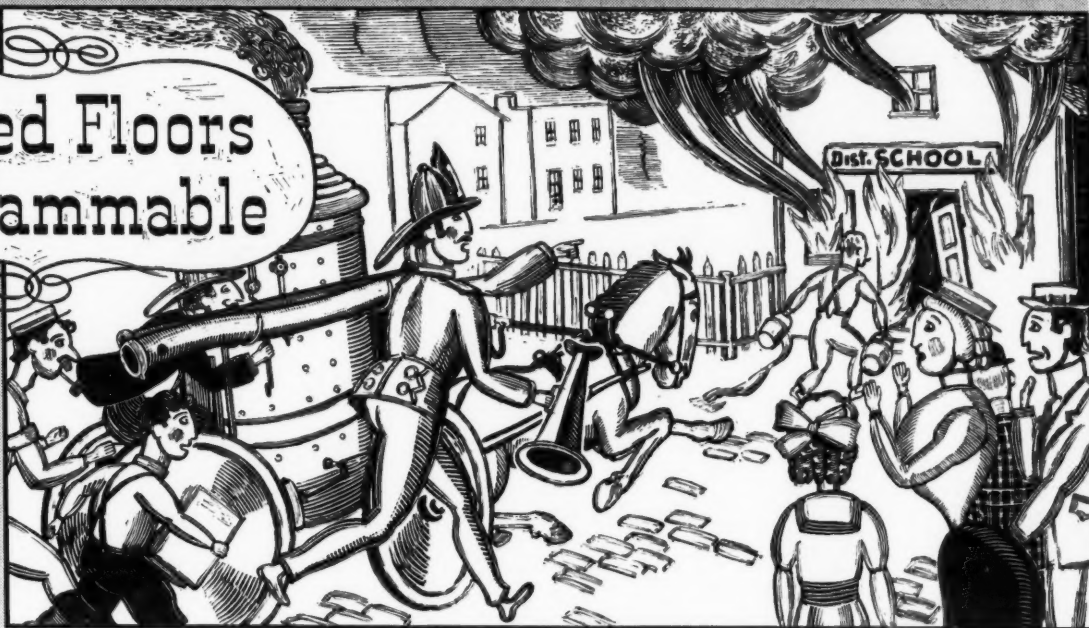


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Safety, demands that wood floors be finished with Seal-O-San. For here is a finish that lends no encouragement to Fire. Applied to old or new floors—from which all existing oil has been removed—it seals every cell,

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Where children's lives are at stake, there is a moral obligation to provide a floor finish that is non-hazardous. That's why more than 3500 schools insist on Seal-O-San.

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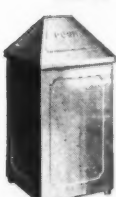
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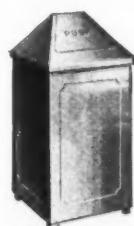
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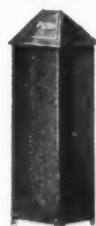
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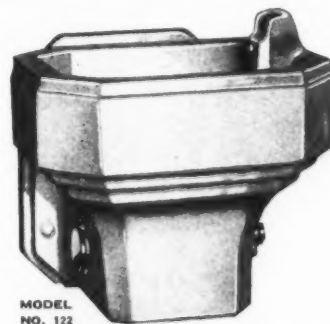
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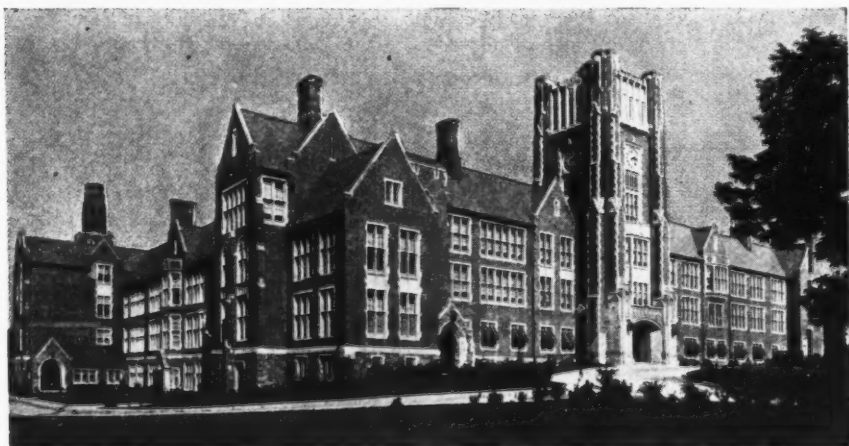
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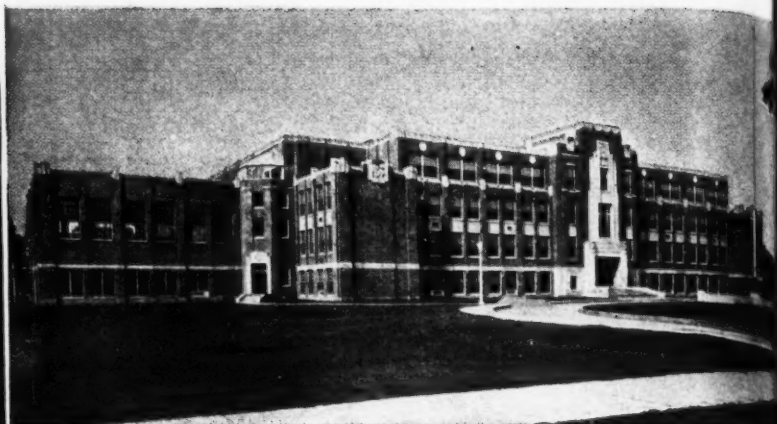
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Architects: HILLGER & BEARDSLEY, Auburn, N. Y. Consulting Engineers: M. B. MOYER, Syracuse, N. Y.



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LOWER Operating and Maintenance EXPENSE

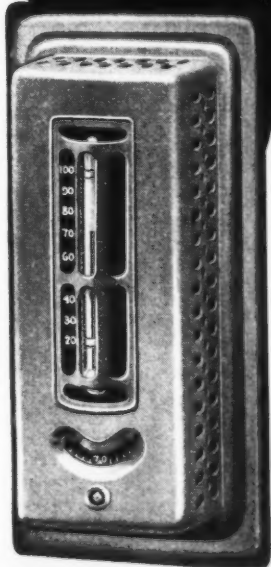
● In hundreds of notable educational buildings like those illustrated here as well as in the many other types listed below you will find Powers temperature control paying large dividends on the investment in heat regulation.

Powers thermostats do not get out of adjustment permitting UNDER-heating and OVER-heating which not only wastes fuel but causes discomfort. Neither the extreme heat of Summer, sub-zero temperatures of Winter, nor the vibrations in some buildings, change their adjustment. They need no annual overhauling or adjustment, and the true gradual action of their powerful vapor disc controls valves or dampers **gradually** — resulting in exceedingly accurate regulation.

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THE AMERICAN School Board Journal

A Periodical of School Administration

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CHICAGO, ILL.

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Extension of Time for PWA School Projects

THE Federal Government has made its allocations to the school states for schoolhouse construction with a reasonable liberality. The deadline set for compliance, however, with the conditions exacted, is proving somewhat oppressive. Contracts must be let by December 15.

From the time that the school authorities agree upon a building project until the construction labors can be begun, many problems and difficulties must be solved. This applies under ordinary conditions as well as under a period of pressure and rush, and particularly to the planning and construction of a modern schoolhouse.

The preliminaries along the legal and financial lines terminated in the November elections. An equally important task attached to the educational and architectural planning which in the nature of things must precede and which is attended by considerable study. The dress-pattern method of devising schoolhouse plans cannot be applied in any instance. Every building project has its own peculiar problems. The getting ready to receive construction bids involves time and care.

The time set for the compliance with the government demands as to completion of plans, and the beginning of construction labors, should be extended. While the government has approved many schoolhouse plans, there are quite a few hanging fire because all the conditions could not be readily complied with.

Where deliberate planning gives way to precipitate pressure some details will be overlooked which later on become matters of annoyance and expense. Haste is bound to be attended with waste. That waste is certain to be educational as well as financial.

It is gratifying, however, to note that in the number of school-bond projects presented for public approval during the November elections, about 88 per cent have met with an affirmative vote. Where the need for increased schoolhouse accommodations exists the public has accorded its whole-hearted support.

The Federal Government is evidently determined to expedite all PWA projects, but it ought to give sufficient elbow room to the locality to comply with the conditions that are exacted. The real objective must be to adequately house the children of the nation in educationally adequate, safe, and economical school buildings.

THE EDITOR.

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The contents of this issue are listed in the Education Index, Member, Audit Bureau of Circulation and Associated Business Papers.



It is not a matter to be taken lightly, the confining of children in artificial surroundings during the most active time of their lives.

HERMAN NELSON *System of Air Conditioning for Schools*

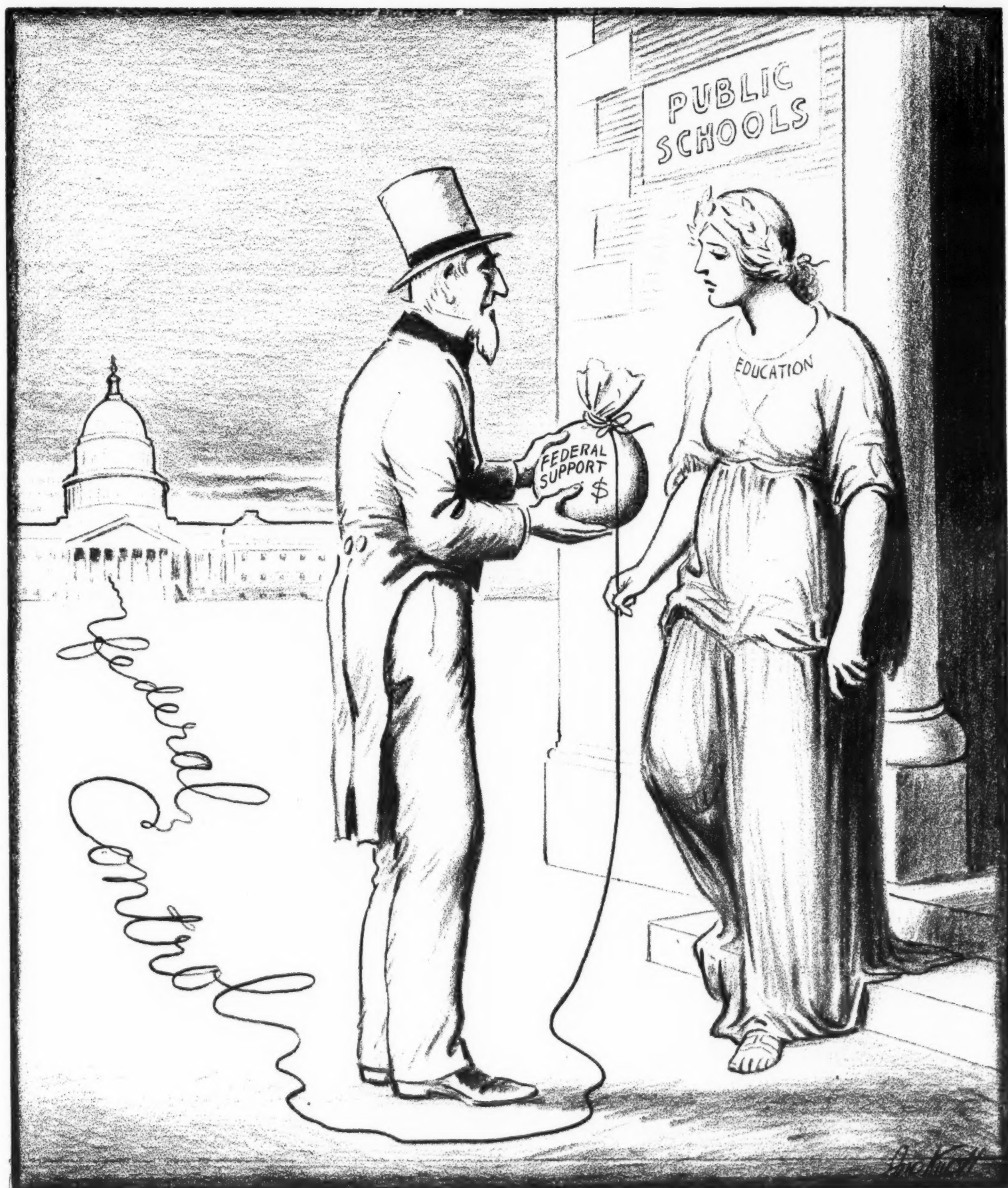
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THANKS! BUT YOU MUST CUT THE STRING BEFORE I CAN ACCEPT!

False Notions About Smaller Schools

R. V. Hunkins*

1. Not many months ago I visited a conference where a committee of leaders in the Department of Superintendence was being requested for nation-wide consideration of the problems of smaller schools. It became evident that the committee wished to get around the request. Accordingly, the case for smaller schools was summarily dismissed when a prominent city superintendent testified that he had worked in both large and small schools and had discovered that the problems are the same. The committee then went on to plan ways of improving the service of the Department to large schools with funds from membership fees, more than half of which are collected from those working in places of 10,000 population or less.

Are the problems the same? If so, we should cease clamoring for the enlargement of units of administration for rural and small-community schools; if these schools have no special problems it is foolish to change from the prevailing small-unit organization. If so, too, strong teachers are just as eager to take positions in smaller schools at smaller wages as in bigger schools at better wages, or else securing good teachers is not a problem any place. If so, it is just as likely that a good school board will be selected when there are five hundred men, women, and children to select from as when there are five hundred thousand. If so, the providing of diversified secondary-school offerings is the same kind of a problem in the average-sized high school of less than a hundred as in one of a thousand or more; the increased per-capita instructional cost of small classes, common to small high schools, has nothing to do with the problem. If so, there is no special cost problem involved in furnishing high-priced shop and laboratory equipment that cannot be used continuously, as is the case in small schools. If so, it is no harder to find teachers who can handle four or five subjects or grades successfully as to find them that are so prepared to handle one subject or grade. These are but a few of the implications that must be admitted by those who support the theory that the administrative problems are the same for all sizes of schools.

Some of the Problems Are Different

Those of us who oppose this theory, cannot hold that the problems are *all* different; we admit that many of the problems are common to all schools. What we do contend is that some of the problems are different and that those that are different are just as important as the problems that are the same. The city schools undoubtedly have peculiar problems, too, but those are regularly considered in the literature and the councils of the profession. The problems peculiar to smaller schools, on the other hand, are not being considered in the literature and the councils; they are being sidestepped on the theory that they do not exist.

We do not accuse the national leaders of malicious oversight but we do claim that they are mistaken. The men who move up, or over, from the administration of smaller schools to the administration of city schools, as the spokesman to the committee did, have naturally concentrated upon the problems which are common to all sizes of schools. If they had paid as much attention to the peculiar problems of smaller schools they would have jeopardized their chances of getting city positions.

Moreover, the administrators' preparatory training is not designed to make them see any problems but those found in big schools. The training set-up for the profession of school administration is keyed to city schools; no one

denies that. The cue is to get out of the small schools before you have time to see much of anything. Cubberley¹ speaks for the training leaders when he says that one should expect by the time he is forty to be in a "big and important" position. Trained to believe that the problems are all the same, and at the same time inoculated with the ambition to get into big positions as quickly as possible, it is not queer that many superintendents go through a brief experience in smaller schools without noting the peculiar problems.

At any rate it must be those who mature in the service of smaller schools who can be expected to recognize the distinguishing characteristics. Like others they may lack perspective, it is true, but they know smaller schools just as a seasoned cowman knows cattle. Not many of them speak up, but those who do, testify that there are problems about running small schools that are peculiar and at the same time vital and important. They aver that when they take the standard courses or read the current books of school administration they do not find their most harassing problems treated. They say that those who hold the chairs of school administration and write the books of the profession pitch their instruments to the sounding boards of the "big and important" superintendencies and bid for rides on the same band wagon.

The general disparagement of smaller schools is not unnatural. Smaller units in any line regularly have the same difficulty. Witness the case of the small states in the constitutional convention, small countries in the parleys of nations, small towns in the location of highways, and even short people in a Christmas trade rush. If you visit one of the national meetings of the school superintendents, in which the superintendents of big schools predominate, you will be impressed by the physical size of the men in general. It would seem that even in the struggle for that small per cent of "big and important" positions the smaller-statured men have special problems. It would be strange if small schools did receive proper recognition without a long and persistent struggle.

Enlarged Administrative Units and Consolidation

2. Another erroneous inference is that enlarging the units of administration will solve the problems of smaller schools, *ipso facto*. It is to be hoped, of course, that enlarging the units, particularly those of support, will help. But the larger unit is not the end; it is but a means. Enlarge the school administration units for the entire nation and you still have the small schools and their problems. Unless we develop solutions to those problems that spring from the smallness of schools, the administrators of the larger units will be no better off than those now in charge of smaller units.

Moreover, even if we universally adopt the large unit we shall still need our army of smaller-school executives. They will hold slightly subordinate positions in enlarged units, but they will not be comparable to city-school principals. The scattered smaller schools of a county, located for the most part in municipally independent communities, will not make as compact a school system as that of a city. Those in charge of these smaller schools will need to perform about the same functions as in the past. Even if larger units come there will be, therefore, no waste involved in more adequately preparing executives for smaller schools.

3. Contrary to prevalent implication, consolidation does not make large schools; it makes small ones. The typical consolidated school has an enrollment of 250 pupils in all twelve grades!² The chances for producing anything that would approach the size of a big school, by consolidation, are remote. To round up 250 pupils, transportation has to reach out 5.5 miles; it would require fleets of airplanes to collect enough pupils to make consolidated schools typically big.

4. Another fallacy lurks in the assumption that the enlargement of units of administration, including consolidation, is about to be consummated. It is more than 65 years since the movement started³ and it still has very far to go. Traditions interfere. Parts of our country still have civil townships. Speak of abolishing them and a wail about removing the last vestiges of true democracy arises. Counties as units of major control are not traditionally strong in all sections of the country. Farmers complain that the cost of consolidated schools confiscates their land. The "lame duck" congress lived long after it should have died. The electoral college still lives. We still have a silly calendar and use "crazy" spelling. How long our small school districts will be with us is something to ponder.

We should strive for permanent improvements, of course; but when the obstacles are stubborn, prudence demands consideration for mediate relief. Possibly, too, what appear to be only expedients will prove to have permanent value. Supervised correspondence study for small high schools; inter-district employment of traveling supervisors and special teachers; developing techniques for handling combined classes and grades under some adapted type of instruction; six-man football teams; courses especially designed for administrators of small schools; and other efforts to relieve the special difficulties of small schools should be extended. If the chances for a new car are remote, it is not imprudent to give the old one needed repairs, fresh paint, and even improved features that can be made to fit.

Permanence of Small Schools

5. Small communities are not disappearing despite not-infrequent inferences to the contrary. Some small towns near cities are being absorbed, but for the country as a whole smaller communities are still increasing in number. Census figures show that incorporated places of 2,500 population or less have more than doubled since 1890, showing increases every decade, including the last one.

6. A prominent professor of school administration in one of our largest universities tactfully reproached me not long ago for concerning myself with the general welfare of smaller-school administration. He seems honestly to feel that attempting to improve smaller schools is futile and that men of real ability somehow work their way out of small schools into big ones.

The smaller schools do employ practically all the beginners in the profession. The group includes, therefore, not only those who lack ability because they lack experience but also those who lack ability because they are short on basic requirements. This probably reduces the average ability to a point below that of the superintendents of city schools who, as a group, have had more experience and have survived presumably more careful selection.

²Timon Covert, *Rural School Consolidation*, Office of Education, June, 1930.

³E. P. Cubberley, *Public Education in the United States*, Revised.

¹Cubberley, E. P., *Public Schools Administration*, Revised Edition.

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Democratic School Administration Through a Local School Code

Leonard A. Bowman¹

It would be difficult to find a subject for discussion that is more distasteful to many superintendents of schools than "School-Board Rules and Regulations." Some consider such rules and regulations as obsolete and having no place whatever in modern educational administration, while others grudgingly admit them a place, but are rather unanimous in agreeing that that place should be a dusty top shelf in the superintendent's office. Many feel that board rules and regulations are too binding and rigid for efficient administration; that they are too mechanical and undemocratic.

In the face of what seems to be a rather general attitude on the part of superintendents, to suggest that these rules and regulations constitute an aid to democratic administration is perhaps, in the minds of many, carrying a point too far. But, as in the case of the proverbial olive, it may be that we should learn to like "School-Board Rules and Regulations" and come to appreciate them as a basic instrument for democratic educational administration.

Present Status and Unpopularity

As indicated, board rules and regulations seem to be in great disfavor among school administrators and as an administrative instrument are not used widely in the smaller school districts and even the medium-sized cities. Forseth and Troxel, in their study of practices² in 461 cities of 2,500 to 10,000 population, located in 12 states, decided that about 12 per cent of all such cities have rules and regulations. In another study, Jennings³ requested copies of rules from 574 cities of 10,000 or over and received copies from only 234 cities. In cities of over 25,000 Heer⁴ found that about 40 per cent had rules and regulations. We notice that the percentage of school systems that have rules and regulations increases with the larger systems. This can, perhaps, be explained by the fact that in the smaller systems both "line" and "staff" functions are assigned to the same persons, and hence the need for rules and regulations is not so keenly felt. Then, too, our most capable school executives are to be found in the larger systems.

In answering the question as to why rules and regulations are not more popular among superintendents, Morrison⁵ groups the answers given by superintendents who are not using them as follows: "(1) The present situation is satisfactory; rules are not needed; (2) rules are too inflexible, the superintendent has a freer hand without them; (3) if the board and the superintendent are not in harmony, better change superintendents; and (4) boards will delegate powers to the superintendent as rapidly as he is able to take care of them."

The "Reasons" Answered

These "reasons" are interesting in that they reveal much as to the average school administrator's conception of the nature and content of

school-board rules and regulations and the purposes to be served by such an instrument.

1. The first part of reason one would infer that rules and regulations are not desirable except when the situation is not satisfactory. In other words, rules and regulations are of value only in times of trouble. This is to miss the chief purpose of such an instrument, namely, to maintain a satisfactory situation by having the system run by an approved plan and thus to avoid trouble. As to the second part, "rules and regulations are not needed," it would be difficult to conceive of any organization without rules and regulations. Needed or not, the rules *are* there. And rules and regulations are needed in any organization. Now they may be written down where all may see, or they may be given orally or merely taken for granted. It is a question of the most desirable form. As a matter of fact, in an organization such as a school system we have them in both forms. Sears⁶ says, "The government of any large enterprise must be in part by 'man' and in part by 'law,' or what may be called the paper machinery of the system. They function together, the one consciously directing in terms of the other." Whatever is not covered by "law" will be assumed by "man" and in the absence of "law" we have rule by "man," or autocracy. The "law" or written rules and regulations in a school system as well as any other organization make for consistency and general understanding. A spoken rule sometimes proves to be very inflexible, and then again, it may be too flexible.

2. We agree with Morrison that "When we examine rules and regulations now in force, one is not surprised that some superintendents look upon them as being 'too mechanical,' too 'inflexible,' as a handicap to the administrative head of the school in developing a sound program." He explains this inflexibility as being due to the fact that board rules and regulations are not revised often and kept up to date with desirable changes in procedure. Of course, this difficulty can be overcome easily. He explains further that rules and regulations are found to be inflexible because "they deal with petty detail rather than broad administrative principles." Forseth and Troxel found that, "detailed instructions rather than broad principles of organization predominate." This shows a lack of knowledge as to how a set of rules and regulations should be built.

That the superintendent is given a "freer hand without them" is a frank reply and was probably prompted by the assumption that a freer hand for the superintendent is always desirable for the welfare of the schools. Perhaps this assumption places too high an appraisal upon the ability of the superintendent and too low an evaluation upon the professional advice of his subordinates and the deliberations of the board of education. Dr. Sears places this assumption in serious question when he states: "Administrators rely too much upon their own cleverness in directing people, and to little upon scientific study of their problems; too much upon authority delegated to them to 'pass out' to their subordinates, and too little upon a professional morale that rests upon a common understanding of a clearly conceived purpose, too much upon arbitrary and often contradictory hodgepodge of rules and too little upon a carefully developed system of 'law.'"⁷

⁶Sears, Doctor Jesse B., Stanford University. A manuscript to be published soon. The most thorough and most practical study yet made concerning school-board rules and regulations.

Regardless of the executive's ability this freer-hand idea may work out to his own disadvantage especially if it is accompanied with unlimited and undefined responsibilities. The able superintendent should have a free hand in carrying on his work, but this should be a matter of policy of the board rather than left as a matter of assumption on his part. A clear definition of functions and the definite placement of authority works to the best interests of all concerned.

3. The third "reason" not only sets forth the tragedy, as Morrison expresses it, but also by inference indicates another regrettable situation that is all too common. It would seem to make the welfare of the school system subjective to the ability of the superintendent to get along with the board of education. The position of leadership of a school system is of too great importance to that system to have the question of change depend upon the continuance of mere verbal understandings.

4. And the fourth "reason" would seem to infer that there is an incubation period through which a superintendent must go, that he must sort of grow up to his job. During this time there are apparently some functions that must be carried on by the board members or subordinates, or left undone to the detriment of the system. This matter of finding oneself is common to superintendents going into positions, and is due to the facts that there is so little universality in school administration and so few instruments, such as board rules and regulations, are used for continuity of policy.

Lack of Knowledge of Principles Revealed

The above "reasons" are interesting because they reveal about the typical state of mind in regard to school administration even among school administrators themselves. They are sincere, no doubt, and real, but perhaps superficial. Of course, these criticisms were made of school-board rules and regulations as we have known them in the past. Surely nobody would attempt to attach any great value to the poorest of such instruments. Many of them seem to have been built by the scissors-and-paste method. We find the greatest variety in the matters dealt with and also in the manner in which they are treated.

We might expect to find considerable agreement among board members as to the business duties to be found in a school system, but even here we find a lack of uniformity. In Van Dyke's study of 188 complete sets of rules from that many large cities, he discovered 49 business duties listed, and for control of these duties he found 12 different school officers named and 5 board committees. "Of the 49 duties, 40 were mentioned in less than half of the sets of rules, and not one of the 49 was mentioned in all of them."⁸ In his study, Shaw⁹ found as many as 54 separate duties listed for the superintendent. Such hodgepodge of detailed instructions, variety of content, and confused procedure is enough to account for the attitude of many administrators in regard to school-board rules and regulations. It all reveals a widespread lack of understanding in regard to the basic principles

⁷Sears, Jesse B., Stanford University. A manuscript to be published.

⁸Van Dyke, G. E., "The Business Administration of City School Systems as Shown by Rules and Regulations," *SCHOOL BOARD JOURNAL*, November, 1930, p. 47; December, 1930, p. 58.

⁹Shaw, E. O., "The Functions and Relations of the Superintendent and the School Board," *SCHOOL BOARD JOURNAL*, June, 1928, p. 51.

¹Vice Principal, High School, Santa Barbara, California.

²Forseth, H. I., and Troxel, O. L., "Rules and Regulations of School Boards of Small Cities," *AMERICAN SCHOOL BOARD JOURNAL*, December, 1932, p. 25.

³Jennings, Joseph, *Rules and Regulations Concerning the Employed Personnel of City School Systems*, George Peabody College for Teachers, Contributions to Education, No. 68, 1929, p. 28.

⁴Heer, Amos Leonard, *The Present Status of Business Executives in the Public Schools in the United States in Cities of Twenty-Five Thousand and More Inhabitants*. Published privately, Kent, Ohio, 1926.

⁵Morrison, J. Cayce, "The Value of Carefully Defined Rules and Regulations Covering the Work of the Board of Education and the Superintendents," *AMERICAN SCHOOL BOARD JOURNAL*, February, 1926, p. 48.

of administration involved in the building of a school system. Morrison would class many school authorities in the same position as the man who wrote, "He was certain that carefully defined rules were valuable, but that he felt himself totally incompetent to formulate a satisfactory set."

The task of building an effective and desirable set of board rules and regulations is a far more complicated and difficult task than it has been considered generally to be. Perhaps an attempt here to set up a few guideposts to serve in the process would be in order. Like the green lights and illuminated arrows along the highway, they will not indicate the only way, perhaps, but we hope the most desirable and effective way to our objective.

Base in Philosophy of Education

First, school-board rules and regulations should not rest on superficialities, but should have their base in a philosophy of education. Certainly, for a public-school system in the United States that should be a philosophy of education for a democracy. Those who would construct the plans for the administration of a public-school system should be very conscious of a background in a democratic philosophy of education. They should know something of the essentials of a democracy, of the forces at work, of the ideals striven for, as contrasted with other forms of society. They should be able to characterize democracy by some of the things it does and does not imply. From this background should come one's definition of objectives for a school system and also some fundamental principles of administration for the realization of these objectives. If one of our objectives is the training for effective citizenship in a democracy, then we should base our organization upon the democratic principles of sharing, importance of the will of the majority, and so forth. Our practice should be consistent with our objectives.

Scope and Purpose

Secondly, a proper conception as to the scope and purpose of a set of board rules and regulations is highly desirable. Most sets show a decided lack of unity and comprehensiveness. This is due to the fact that they were probably made piece by piece as some special problem came before the board. There has been apparently no comprehensive conception as to what such an instrument should include. Most sets are composed largely of a series of edicts from the board in regard to duties of employees and the conduct of pupils, showing no consideration of fundamental principles of administration. Seldom is any attempt apparent in the rules and regulations to show any definite plan of organization. This is, perhaps, due to the fact that the wrong conception as to the purpose of school-board rules and regulations has been prevalent. The purpose has been one of giving orders, to fix detailed responsibilities, to detect culprits, to serve as a check on administrative authority. Sears says that current rules "are designed to keep authority highly centralized. They are made to read like kingly edicts handed down to be feared and obeyed."¹⁰

As to what the purpose of rules and regulations should be, Sears continues, "As a matter of fact, such rules need to be more like the rules that govern a club with a carefully restricted membership. They should authorize, direct, and inform; the first, to legalize, and the second, to arrange for doing the work. School-board rules are not often needed to catch culprits, they are mainly to give orderly directions to people who prefer and seek to keep order in their service." A properly built set of board rules and regula-

tions should be conceived as one major unit in the complete paper machinery of the school system which covers the whole plan of organization in terms of services to be rendered.

It is not a negative thing, or an instrument of restraint, that deadens initiative and hampers administration. On the contrary, it is a positive, constructive instrument revealing school policies, setting forth objectives, giving the organizational set-up, locating the sources of authority, indicating the flow of authority, assigning duties, and fixing responsibilities. It serves as a rule book for the game, a constant source of direction for every member in the system.

New Title Needed

With this interpretation of the scope and purpose, perhaps, the old title of school-board rules and regulations will seem to be a bit outmoded and inadequate. Such terms as rules and regulations carry with them the implication of orders and restrictions, rather than understanding and co-operation. Nobody worthy of working in a public-school system likes to be ruled and regulated. Both because of the stigma attached to these terms and their limited meaning make them unsuited for the instrument of school administration that we are attempting to describe. Perhaps a more applicable title would be *The Local School Code*.

The building of the Local School Code does not necessitate the services of a corps of experts nor can a code from one school system be successfully grafted into another system. Perhaps one of the most uniform characteristics of school systems in the United States is the lack of uniformity in matters of organization. This is, of course, due partly to the influence of local conditions. An effective code must take into account local conditions and must of necessity be a local product.

Who Should Build the Code?

Since the code must be built locally and since it must be built in a democratic manner in order to be desirable for an American public-school system, it can be best built by those who are to serve under it. Every worker in the system should have a share in its construction. Local workers will know local conditions best. The fact that the code arises from their own experiences under the direction of their local executives will make it a democratic instrument and the most effective for that system because it contains that which they believe in and understand. Quoting Sears again, "... it is clear that the rule book should be made by those who are to use it ... the board, the executives, and the workers, all together." Of course, the one who carries the greatest responsibility for the success of the project is the superintendent, and hence, to him must be reserved the authority of approval. Because of his training and because of his superior ability in administrative and organizational matters he will have a comprehensive and understanding view of the system and its working.

Principles to Be Observed

In building the Local School Code it is most essential that certain principles of organization be observed:

1. With our conception of the code, surely the first would be the democratic principle of sharing in the making of that code, knowing that this is the surest way of securing the understanding and co-operation of all concerned, which is so essential for its effectiveness.
2. The next principle would be that of a division of functions into legislative and executive. It must be generally understood what is meant by this classification, and furthermore, every person in the whole organization must know definitely when his functions fall in one or the other of these groups. This is most im-

portant, for any confusion of legislative functions with executive functions, or vice versa, by a board member or any other person in the system is sure to cause trouble.

3. The third principle is one of consistency. This division of functions should not only be applied in regard to the functions of the board and those of the superintendents, but should also be applied throughout the system to set forth the proper relationship between the principal and the faculty, and between the teacher and the students. Sears states, "If the principle that legislation is a board function and administration is to be delegated to executives is accepted, then this principle must not only distinguish superintendent's from board duties, but it must also distinguish between duties belonging to the faculty and those belonging to the principal. It is too often assumed that boards legislate, executives direct, and faculties do as ordered. This is totally unsound for there is much work to be done on policies after the board has set the main lines of direction. The making of those lesser internal policies (affecting curricula, guidance, surveys, budgets, public relations, teaching, libraries, and student management) is legislation, and legislation cannot be left solely to executives if it is to be the best for the schools."

4. The principle to be followed in the organizational set-up of a school system is that of functions to be performed. Hence the code should be formulated from an analysis of the services to be rendered. Dealing in functions rather than officials tends to make the code more objective in nature and less personal. An analysis of the services to be rendered will have the effect of making the whole code practical.

5. A properly constructed code puts into operation the very important principle of organization, namely, of fixing responsibilities and of placing the right amounts of authority to properly discharge these responsibilities. This principle is often poorly applied. The code, by making the whole matter common knowledge, will do much to eliminate misunderstanding due often to indefinite instructions and some times to the executive's change of mind.

6. Another principle that should be kept in mind in building a local school code is that the code should not deal in administrative detail. When the attempt is made to set down in a code just how details in administration are to be carried out, the code becomes too inflexible and a hindrance to good administration. Such administrative detail is best left to the good judgment of school administrators.

7. The local school code should be subject to constant revision. A school system is a growing, changing organization. The code, which is that system set down on paper, cannot be of service if it is not kept up to date. It should show at once any added service to be rendered, any change in organization, any shift in policy, etc.

Some Benefits to Be Derived

What are some of the benefits which we might expect to derive from a local school code made according to the above principles? Perhaps the most important would be a good morale throughout the system. There would be far less likelihood of misunderstanding. The code would serve to clarify the thinking of everybody in regard to the whole school system. There would be less chance of "passing the buck." It would facilitate the training of new employees. A new teacher on coming into the system would be handed a copy of the code. From it she would readily get a picture of the whole system and her position in relation to it. The period of confusion, lack of information, and embarrassment through which a new teacher has to pass in most systems would be reduced to a minimum by the use of the code. Another

(Continued on Page 71)

¹⁰Sears, Jesse B., "Rules and Regulations for the Government of a City School System," *Educational Administration and Supervision*, March, 1935.

The Organization of a Co-ordinated Program in Physical and Health Education

William P. Ubler, Jr.*

The early emphasis in physical education was almost exclusively upon bodily development. Later there came to be a strong emphasis upon health in a broader sense and through this change there came into being the program of health education. In its growth, health education has come to include much more than health information and training in health habits. All the agencies for health protection, health correction, and health promotion have come to be recognized as part of, or relating to, the health education of the pupil.

Physical education and health education have in late years grown side by side with many common aims and a close interrelation. They are not the same, as there are features of each program that are distinct from the other. However, because of their close relationship it has become apparent that for the purposes of efficiency and effectiveness, the school is served best when these two departments are combined, and under a single head, organized into one administrative unit.

Scope of Physical and Health Education

In the average city the director of the department of physical and health education is responsible for:

1. The maintenance and improvement of pupil health through control of the procedures relating to *health protection, health correction, and health promotion*;

2. Pupil development in terms of the organic power, the motor skills, the social adjustment, and the ideals, standards, and attitudes relating to character and citizenship, that are the outcomes of the physical-education-activity program.

An analysis¹ of this responsibility into its elements shows it to consist of:

*Assistant Director of Physical and Health Education, New Jersey State Department of Public Instruction.

¹The following analysis is based upon "Standards in Health and Safety Education, Division of Physical and Health Education," New Jersey Department of Public Instruction, 1932, pp. 3-5.

How can a program of physical education best be organized on a continuously progressive basis? The present article supplies an effective answer.

A. Protective Phase

1. Hygiene, sanitation, and safety applied to buildings, grounds, and equipment.

2. Organization of the school and curriculum in compliance with the laws of hygiene, safety, and child psychology.

- a) Supervision of pupil activity with health and safety as ultimate ends.

- b) Conservation of pupil health through the proper arrangement of subjects, activities, and rest periods in the daily program.

- c) Assignment of work, study, and play to fit the strength and capabilities of the pupil.

3. Selection of teachers who are mentally and physically fit, and supervision of teacher health.

4. Supervision of pupil health.

- a) Health examination, including dental, for the detection of handicapping physical defects and evidences of disease.

- b) Psychological and psychiatric examinations for the detection of disorders and diseases of the mind and nervous system.

- c) Observation of the pupil in the classroom for evidence of mental or physical ill-health.

- d) Measures for the prevention and the control of communicable disease.

5. Supervision of pupil safety.

6. Supervision of the health of athletes.

B. Corrective Phase

1. Follow-up of the examinations to secure the correction of conditions found.

- a) Report of examination findings to parents.

- b) Home visiting and school conferences with parents.

- c) Personal conferences with pupils.

- d) Efforts of the teacher toward motivation of the pupil.

2. Adaptation of the schoolwork of individual pupils in accordance with the recommendations of the examining physician, psychiatrist, or psychologist.

3. Assignment of pupils to special classes according to their particular needs.

4. Correction of the defects or diseases of indigent cases through the co-operation of clinical agencies, physicians, or dentists.

5. Study of the causes of absences and follow-up of absentees.

C. Promotive Phase

1. Health and safety training and instruction.

2. Application of the principles of physical and mental health to the teaching process and the classroom situation.

3. A rational and scientifically sound program in physical education, including athletics and leisure-time recreational activities.

4. Provision for mid-morning milk lunch and a hot midday lunch in those schools where pupils remain through the noon recess.

A Co-ordinating Factor Necessary

It becomes immediately apparent that in at least some phase of the activities, the school health program involves every person in the school. From superintendent to janitor, each has his contribution to make. The school physician, the nurse, the attendance officer, the classroom teacher, the teachers of the so-called special subjects, the director of the cafeteria — all are involved.

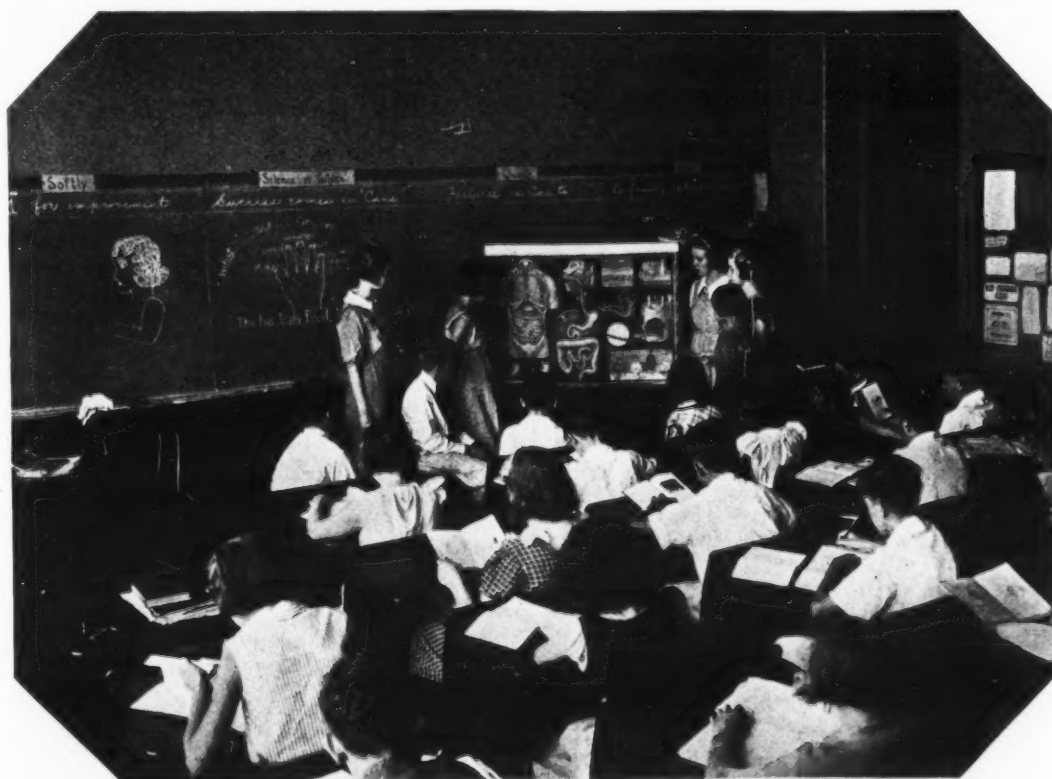
Each of these persons is a specialist in his own sphere. Will there not then be resentment on the part of these specialists toward an educational administrator who attempts to control their professional procedures? For example, what of the teachers of academic subjects? What of the physician to whom the director of the department is made a superior officer? What of the janitor who considers himself as much a specialist in his line (and let's hope he is) as does the physician in his?

The pupil is an entity. He cannot be divided into sections in terms of the various school departments. The health problem of the pupil is as much a part of the academic as of other departments. This is true even though, insofar as school procedures are concerned, insufficient recognition of the fact has been granted. On paper, we have recognized the priority of health, but there still remains much to be done in terms of translating accepted principles into action. Without a co-ordinating factor each department in the school works separately. This is well illustrated by the manner in which home assignments have at times been made. Pupils have been loaded with assignments from various teachers, each teacher giving an amount of work with no consideration of the tasks assigned by other teachers. Often the result has been a total beyond all reason. Either the pupil has sacrificed all hope of having an adequate amount of outdoor activity or has slighted his work and developed bad work habits — a choice between two decided evils.

When there is a Director of Physical and Health Education, he acts as the co-ordinator. Under his direction policies are formulated and procedures inaugurated that slight no phase of the pupil's development. The needed attention is given to academic accomplishment but in a manner that does not involve the sacrifice of health values. Time is apportioned to accomplish a balanced program of activities, of the various types.

A Co-ordinated Program

In a co-ordinated program, the findings of the medical department are made available to all who can profit by the information, and all departments use this information, working with a common objective and a mutual understanding. The director of physical and health education does not attempt to tell the physician how to perform the techniques of his profession. To do so would be to create justifiable resentment, to say nothing of being ridiculous. The physician is employed because of his special knowledge and needs no such direction. The function of the director is to make possible situations and to set up an organization in which the physician can

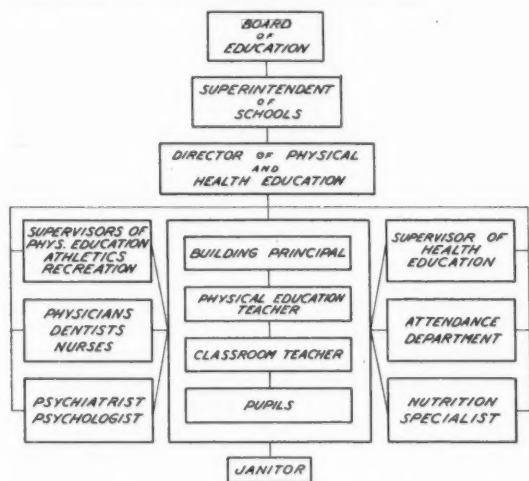


"How Our Bodies Use Food" is an essential topic in at least one hygiene unit of a well-organized physical and health program. The picture shows a group of children in the Baltimore schools studying this topic. Those at the chart are tracing the course of food through the body.

do his work to the best advantage, and to see that the findings of the physician are given due consideration in the organization of the whole school program.

The school custodian is sometimes not given due recognition insofar as his relationship to the health program is concerned. The custodian is a 100-per-cent health person. All his duties relate to health. It is important therefore that correct custodial procedures be followed. A survey of school sanitation and an analysis of custodial procedures may well be the starting point for better school care. If the custodian is efficient and informed, there will be no necessity for change. However, observation in numerous schools leads to the conclusion that many of those in charge of school-building cleanliness are greatly in need of directing. All too often the custodian is appointed not because of his fitness for the job, but because of his political affiliations. When janitors are certified on the basis of preparation and ability and required to meet minimum standards, we can look for improvement. It boils down, then, to this: The janitor is a specialist and needs little direction, or he is inefficient and needs much direction. In the first situation, there should be no difficulty in getting co-operation. The efficient man will welcome suggestions for improving the health of the pupil. The inefficient man may not, but the good of the greatest number would demand that suggestions be made nevertheless, and not only made but enforced.

All difficulties and objections will disappear when it becomes apparent that the director is to function in an administrative capacity, and to be responsible for the set-up and procedures of the school health program but not for the special techniques in the various fields. He is responsible for the health phase in much the same manner as the superintendent of schools is responsible for the whole school program.

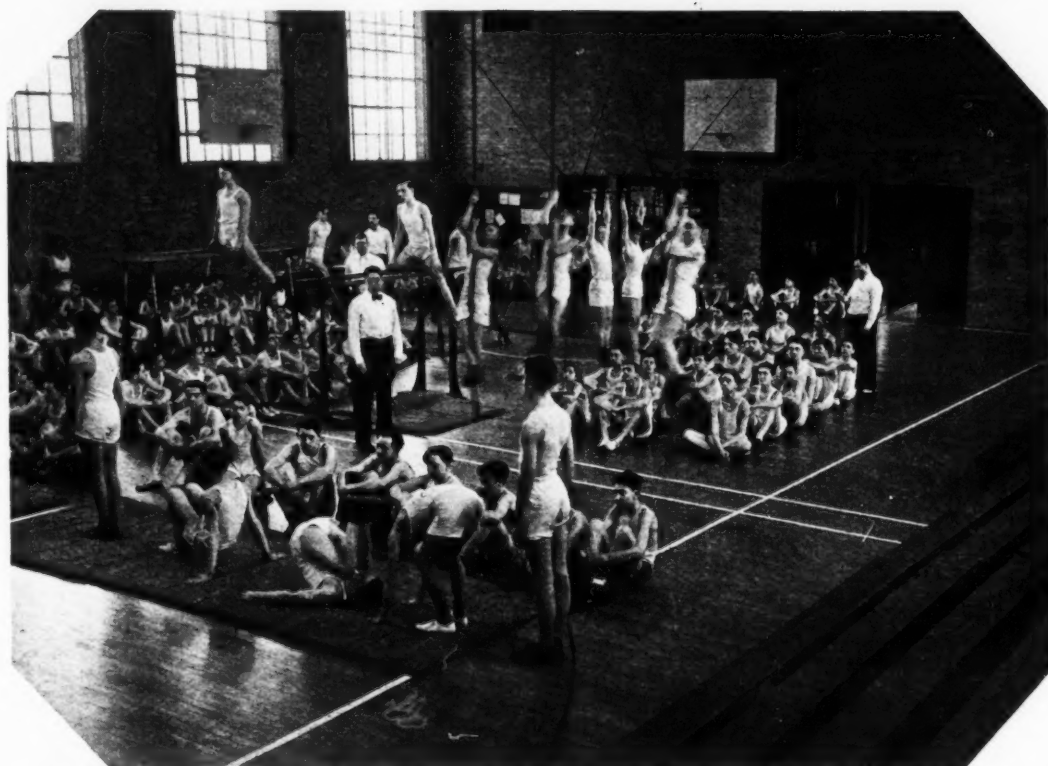


ADMINISTRATIVE SET-UP FOR A COMPLETE PHYSICAL EDUCATION PROGRAM

It is seen, then, that the director of physical and health education, acting as a health co-ordinator, in no way upsets the usual school organization. The home-economics department, the science department, the medical department, all function much as usual, but there is an integration and understanding that benefits the work of all departments, and that, in the final analysis, is for the best good of the pupil.

Plan of Organization

The director would function as the administrative head of the department of physical and health education. Under him would be the supervisors of physical education and of health education and the instructors in those fields. This would include the medical, dental, and attendance departments, and school nursing. These are his direct responsibilities. But to co-ordinate the health aspects of the entire school system it is necessary to have a broader contact. It has been found that one of the best



Tumbling furnishes the opportunity for natural movements requiring agility, flexibility, and energy. It is a natural part of a well-balanced physical education program. The picture illustrates squads, tumbling, using the ropes, horizontal bars, parallels, and buck and horse. Courtesy Baltimore Schools.

methods of accomplishing co-ordination of all of the forces and of making integration of these forces a reality, is to organize a *General Health Council*, which, having no administrative or supervisory powers or responsibility, acts as a fact-finding body and an advisory staff to the director.

This council should be truly representative of all phases of the school organization. For example, the following groups should be represented:

The administration (may or may not be in addition to the director)

- The school physicians
- The school nurses
- The attendance department
- The physical-education department
- The classroom teachers
- The home-economics department
- The commercial department
- The manual-training department
- The English department
- The science department
- The custodial department
- Other departments

Aside from the fact that these individuals represent various school departments, there are other desirable criteria worthy of consideration. While the list following is not complete, the most important qualifications are included. They are:

- Maturity
- Interest in health education
- Recent study of health education
- Familiarity with modern educational philosophy
- Familiarity with the policies of the administration
- Familiarity with classroom procedures
- Familiarity with local problems
- Capability for objective study
- Willingness to contribute time and effort

It is obvious that we cannot expect all of these criteria to apply to each person selected, but when the entire personnel of the council is made up, all these qualities should be represented.

Principles Governing Procedure

The General Health Council constitutes a standing committee for the continuous study of problems relating to the health of the pupils. It should be organized with a chairman and secretary. Probably, in most instances it would be advisable for the director to act as the chairman. Immediately after the organization of the council as a whole, there should be appointed a steering committee, and subcommittees for the study of various phases of the school health problem.

At the first meeting of the council, its functions, responsibilities and policies should be outlined to the complete understanding of all its members.

While, obviously, those who serve on the council will be under the necessity of devoting considerable out-of-school time to the project, the regular meetings should be held, in part at least, on school time. This is an extremely important undertaking, and one which has the possibility of increasing the contribution which the school can make to the pupils. It is therefore a legitimate use of school time. Moreover, it is psychologically desirable that those who are asked to serve be made to feel that the council is a regular part of the school organization and not an "extra" to be carried on entirely "on their own" in out-of-school time.

It is desirable that meetings be arranged for definite times and at regular intervals. Assignments made to subcommittees should have a time limit and the results of studies should be returnable at specified dates. Unless this practice is adopted, studies tend to drag on indefinitely and the function of the council is impaired.

It should be the duty of the steering committee to receive and study the reports of subcommittees and if necessary, to make suggestions for needed modifications. When reports are in final shape they should be submitted to the general council for discussion and adoption. The final conclusions and recommendations of the council are then submitted to the superintendent of schools, for his consideration.

Matters that concern change of policy or the adoption of new policies touch upon the province of the superintendent of schools. *Recommendations* within this area are legitimately the function of the council. They are of no effect, however, until accepted by the superintendent. While the director of physical and health education has certain administrative functions that have been delegated to him by the superintendent, the work of the council is purely advisory and carries no administrative authority, except in instances on which the superintendent specifically asks assistance in carrying out a project and appoints one or more members of the council to represent him.

All discussion of the council should be considered as confidential, and its recommendations should not be given publicity except through

properly authorized channels and upon authorization of the proper officials.

Possible Subjects for Study by the General Health Council

It would be impossible to prepare a list that would include all the possibilities for study by the council, for much of the council activity will be determined by local conditions. However, the following items will be suggestive and will indicate a number of possibilities. The order of listing has no relation to the importance of the topic.

- Schoolroom seating
- Schoolroom lighting; light control and elimination of glare
- Schoolroom heating and ventilation
- Pupil safety and safety hazards
- Retardation in relation to pupil health
- Causes of pupil absences
- Teacher health
- Recreation for teachers
- The teacher's contribution to pupil health
- Custodial procedures and the sanitation of the school plant
- Facilities for personal hygiene
- Modified academic programs for the physically handicapped
- The application of the principles of healthful living to the teaching process
- Courses of study in health and safety education
- Problems in physical education:
 - Time allotments
 - Varsity and intramural athletics
 - The after-school recreation program
 - Purchase and care of equipment
 - The organized recess
 - Courses of study
 - Classification
 - Testing

Committees and Study Materials

By scanning this list of possible study subjects it will be seen that they cover a wide range. In selecting committee members the type of subject to be studied should be taken into consideration. For example, the topics within the physical-education program would require persons who have a background and training in the subject. This principle is equally applicable in relation to other topics.

It should be the duty of the director to collect reference material and to list the sources from which other material may be secured, which, obviously, will facilitate the work of the committees. A reference library and file should be organized and the teachers encouraged to collect material. In a relatively short time, much of value can be accumulated.

In large school systems it would be advisable to organize a local health council in each school, the chairman of which should represent the local council upon the general council. Studies may be initiated by the local organizations and presented to the general health council for consideration, or the procedure may be reversed and the local unit carry out activities initiated by the general council.

The Part of the Pupil

The best health learning of pupils takes place when they engage in health projects. A real contribution can be made by organizing pupils into committees to investigate health conditions in their own schools, their own homes, and their own communities. In the organization, therefore, of the school health program, the pupil should not be overlooked. True, the whole organization is for the good of the pupil, but it is just as true that the pupil will obtain the maximum of health learning by being a part of the process of making his own environment contribute to healthful living, and in the doing he will gain a better understanding of himself and his relationship to the principles of complete and adequate living. This is fully in accord with the principle of "the whole school for the whole child."

Personal Studies by the Director

Something should be said of the great contribution possible through the personal surveys made by the director. Obviously, to fill such a position, he must have an adequate background, and the ability to do this type of work. Much of the work preliminary to the activities of the general health council would of necessity be of

this nature. Surveys would be conducted and the ground plans made before the council became involved in the projects. Some types of investigations would more properly be made by a person of the training and position of the director than by members of the council. And even in the work of the council, the director would be the guiding and directing force. The value of the council is apparent but this does not obviate the personal work of the director, much of which might in no way involve the council. As the assistant and adviser of the superintendent of schools, he might frequently be called upon to investigate personally and to report directly to his superior officer. The policy pursued would depend upon the nature of the work to be done.

Summary and Conclusions

The early emphasis in physical education was primarily upon muscular development. Health education came as a later expansion of the program. The latter development of the health-education program has involved all the agencies relating to health protection, health correction, and health promotion. Physical and health education have a close interrelation and many common aims but are not the same.

Most effective results are obtained when the health-education and the physical-education departments are combined and administered by one person.

The duties of the director do not conflict with the special techniques of the various persons who are under his administrative direction.

The general health council is a most effective means for the study of health problems.

The subjects for study involve all phases of the school health program.

The local health councils and pupil committees act in a supplementary capacity to the general health council.

Psychologically and administratively, the best results are achieved when all the forces that can contribute to the school health program are integrated to form one organization working for a common objective.

The Business Management of the St. Louis Public Schools

Philip J. Hickey¹

The board of education of the city of St. Louis is a corporation, established by an act of the Missouri legislature on March 23, 1897. By this act the board is given wide and general control over the school affairs of St. Louis, subject only to the control of the judges of the local Circuit Court. As a creation of the legislature it operates independently of the municipal corporation, and no control over school affairs is vested in the city government.

Twelve members constitute the board of education. These members are elected for six years, in groups of four every two years. The membership of the board is bipartisan, six Republicans and six Democrats, by law. The qualifications for membership are: resident in St. Louis, a taxpayer, and the holder of no public office other than that of notary public. From its ranks the board elects annually a president and a vice-president. The president annually appoints four committees of three members: the committee on instruction, the committee on finance, the committee on school buildings, and the committee on auditing and supplies. These committees supervise the activities of the affairs of the board in the departments as denoted by the names.

The city of St. Louis has a population of 850,000, of which some 122,000 individuals are

¹Secretary and Treasurer, Board of Education, St. Louis, Mo.

The school executives who will visit St. Louis for the Department of Superintendence convention in February, 1936, will have an opportunity to see in operation one of the most efficient school business departments of the United States. The present paper affords a good overview of the organization and the policies which may be studied at closer range during the convention.

enrolled in the schools. The teaching corps numbers about 3,000, whose work is undertaken in 2 teachers' colleges, 9 high schools, 29 grade centers, 2 vocational schools, 115 elementary schools, and 30 special schools for retarded, deaf, crippled, underweight, and confined children. By law the white and Negro children are segregated and a complete system of schools from teachers' college to special school are operated for both groups.

The Official Personnel

The officers of the St. Louis board of education are six in number: Superintendent of instruction, secretary-treasurer, commissioner of school buildings, auditor, supply commissioner, and attorney. All of the officers, with the exception of the supply commissioner and attorney, were created by the legislature and have power definitely established by law. While each officer has independent and definite power, the affairs

of the board are controlled, through custom, by the committee of executive officers, at whose meetings policies are clearly and definitely established. As chairman of the committee of executive officers, the superintendent of instruction is the ranking officer and all questions of policy are, in the last analysis, decided by him, and all officers are governed, by custom, with the assent of the board, by his decision.

The business management of the St. Louis schools is in the hands of the secretary-treasurer, the auditor, and the supply commissioner. By law all appointments in the business departments are made by the officers without approval of the board, the board's prerogatives consisting only in the determining of the number of employees and their salaries. This wise provision has developed an efficient and capable personnel with an assured permanent tenure.

The secretary-treasurer, as the responsible fiscal officer, has his duties defined by legislative act, as has the auditor. These two officers, one the financial agent of the board, the other its accountant, are dually responsible for all expenditures, since all warrants and checks must bear their signatures.

Schools on Cash Basis

The St. Louis board of education entered the present fiscal year with available cash in excess



BOARD OF EDUCATION BUILDING, ST. LOUIS, MISSOURI

of anticipated needs of about a million dollars. A study of a few of the measures that have made this possible might not be amiss. Most important are: first, operation on a cash basis; second, a workable and controlled budgetary system; third, a careful system of cost accounting; fourth, a building program financed from current taxes; and fifth, a superior method and control over the purchase and distribution of supplies.

The articles of incorporation of the board require operation within its actual revenue. No appropriation can be made by the board without the certification of the secretary-treasurer that sufficient funds are on hand to meet the suggested new expenditure. No commitments may be made against anticipated revenue, and no borrowings are permitted against anticipated or delinquent taxes. This provision has forced officers during periods of depression to curtailments, but has left the schools free from debts and discounted tax bills, and has assured the employees of regular and agreed-upon salaries.

Probably no governmental organization operates under as rigidly an enforced budgetary system as does the St. Louis school system. The secretary-treasurer and the auditor are charged with the regulation of all expenditures. The officers of the board of education meet with the finance committee prior to its annual budget meeting in July. The secretary-treasurer presents to the finance committee at this time a careful estimate of the anticipated receipts of the system for the ensuing year.

These receipts develop from several sources: First, a levy is made upon real estate and personal property, which levy is set by the voters

at a special election every four years — at the present time 85 cents per \$100 valuation of property. The board has the right to reduce this levy for a year, if in its judgment sufficient funds may be raised at a lower rate. A second source of revenue is an ad valorem tax on the stock of the merchants' and manufacturers' goods; a third is state aid; and a fourth is the miscellaneous income developing from the board's activities. Specifically, the board is a large holder of real estate and bonds in its "permanent fund." This fund, developed from federal and state land grants, consists of real estate and the proceeds from the sale of this real estate, which, at the present time, amount to \$2,500,000 in Government, State of Missouri, and City of St. Louis bonds. The income from the permanent fund is used for current school purposes. The principal, by law, must be kept in the bonds mentioned above in addition to the real estate. The most valuable piece of real estate is the Board of Education Building, located in the heart of the business district. The upper three floors are used for the board's administrative offices, and the lower four floors are rented for business purposes.

Cost Accounting Basis of Control

The secretary-treasurer, in presenting his anticipated receipts, is governed, of course, by the records of past collections, valuations of property, and other conditions reasonably predictable.

After the income of the board is definitely decided upon, it is the duty of the officers to adjust their anticipated expenditures to the probable receipts. This is necessary since the

board by law cannot borrow money for operating purposes.

In preparing his estimated expenditures, the officer must break the major appropriation accounts into specific minor accounts with definite data to establish the validity of his requests. This can be done in St. Louis because of the excellent and complete system of cost accounting conducted by the auditor.

The auditor has developed such a complete cost analysis of the St. Louis school system and its activities, from instruction through operation and supplies, that any officer or the public may secure statistical data for his or their information, and assistance for any act performed.

All financial acts must bear the approval of the finance committee so that upon its approval of the budget and its submission to the board, a definite, controlled vehicle for financial control has been set up for the ensuing year.

The auditor and secretary-treasurer are charged with the administration of the budget. All accounts and demands against the board must pass through the auditor's hands. The auditor is charged with positive responsibility that no claim be paid, unless definitely established by law and the rules of the Board. No monies may be paid by the secretary-treasurer until the auditor so certifies by warrant the correctness of the charge. The auditor's warrant must also bear the signature of the officer, in whose department the charge developed, that the claim is correct.

The secretary-treasurer, at the same time, must assure himself from his appropriation accounts that there is sufficient money set aside by the board for the payment of the demand. No demand may be paid from funds in another account. The auditor having drawn and approved the warrant and it having secured the approval of the secretary-treasurer, the payment may be made by check prepared and signed by the secretary-treasurer and countersigned by the auditor.

An officer who has developed his expenditure so that insufficient funds remain in his appropriation account must come before the finance committee for an additional appropriation. Custom has caused the officers, except in emergency, to not desire this, so that a definite control of expenditures has developed which assures living within the budget.

Bonded Indebtedness and Building Program

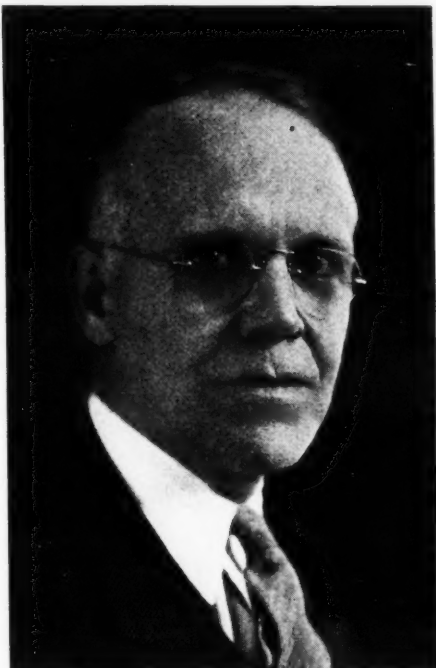
So rigidly do the schools operate on cash that for the period of the year between July, the fiscal year beginning on July 1, and December, the period of heavy tax payments, a revolving fund of \$2,500,000 has been established to meet charges when receipts are less than the expenditures.

Probably no large school system in the country has a smaller bonded indebtedness than St. Louis. The present debt obligations of the board are four million dollars, against which over a million dollars are held in Government bonds in the sinking fund. By July, 1939, two million dollars of the debt will be paid, leaving a net debt of two million due in serial payments, beginning in 1940 and extending to 1954.

The small debt of the board may be attributed entirely to its policy of nonborrowing for current outlays, and its established policy of making capital outlays from current taxes.

During the last score of years over 25,000,000 dollars have been spent in sites, buildings, and extensions. With the exception of the above-mentioned bond issues, every cent has been paid from current funds as the work progressed. This has been done by acquainting the public with the fact that it is cheaper to raise the tax rate and build than to borrow and build and pay interest.

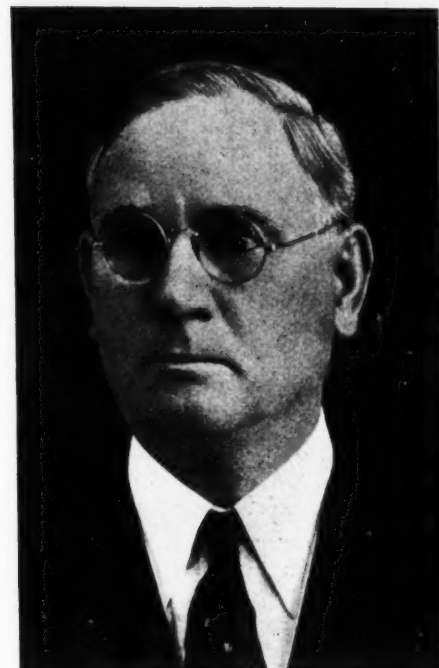
The last reason for St. Louis' enviable finan-



MR. CHARLES L. BARR
Supply Commissioner, Board of Education,
St. Louis, Missouri.



MR. PHILIP J. HICKEY
Secretary and Treasurer, Board of Education,
St. Louis, Missouri.



MR. WILLIAM M. SUSANKA
Auditor, Board of Education,
St. Louis, Missouri.

cial position is its method of purchasing and distributing through the supply commissioner.

The Supplies Department

As a department of the board of education, the supply department's duties are wide and varied, and cover almost the entire field of movable equipment and supplies. It must be borne in mind that in St. Louis items used by the school child from the time he enters the kindergarten, until graduation from the high school, are furnished through the schools. Such a policy necessarily greatly enlarges the scope of activity of a department such as the supply department of a board of education in a city the size of St. Louis.

The supply commissioner is an executive officer of the board, elected for a four-year term. In the discharge of his duties, he is responsible directly to the board. Briefly outlined, the activities of the department are:

1. Contracting for and purchasing all items of movable equipment and supplies.
2. Storing and distributing of these materials.
3. Accounting for all purchased materials.
4. Management of, and responsibility for, the high-school lunchrooms.

This listing of the activities of the department would seem to cover natural and simple forms of business and accounting. As a matter of fact, the amount of work and detail necessary to carry out these activities properly, and in accordance with the rules of the board, is far greater than that of an ordinary commercial concern. As a matter of information, it might be noted that the school system uses an approximate average of 3,000 items. The careful work required in issuing the proper specifications and seeing that the right materials are received and distributed is in itself a sizeable job.

The Central Warehouse for Supplies

The board of education in St. Louis is very fortunate in having a central warehouse or depository built especially for the purpose of storing school supplies. It is a large, modern, five-story brick-and-concrete building, strictly fire-proof, with a frontage of 172 feet and a depth of 155 feet, built in three sections with fire walls and fire doors between. This building not only serves the purpose of a warehouse in which the various stocks are carried and from which deliveries are made, but is also utilized for the administrative offices of the supply commissioner. In it is maintained a bookbindery for the repair and binding of text and reference books. While this bindery does not fully take care of the bind-

ery work of the board, it has a capacity of 40,000 books annually, and in addition does considerable miscellaneous work, such as tabbing, blocking, repairing of charts, etc.

All materials purchased for the school system naturally, when distributed, must be accounted for to the board of education. Since 1903 a careful accounting system has been in use and over a period of 30 years has been improved from time to time, until we feel that our so-called unique system operates successfully with the utmost efficiency and the least amount of overhead expense. In connection with this one point, it might be noted that the St. Louis school system has in use in its various schools approximately 1,200,000 books, the value of which at the present time, reaches the million-dollar mark. It is also interesting to note that the loss for any reason on this great number of books amounts to only approximately one fourth of one per cent. Such a complete and economical check on the item of books is made possible by the co-operation of the superintendent of instruction, the auditor of the board, and the efficient handling by the principals and teachers. It is needless to state that such care of books and their recording increases the life of the books and consequently entails a great saving to the board of education. The overhead necessary to carry out this plan is negligible when compared to the administrative costs of the entire department. The same effort toward accurate accounting is made applicable to the thousands of other items used in the schools and handled by the supply department.

Recent Expenditures Reduced

To carry out the duties entailed upon the supply department naturally requires appropriations. The appropriations allotted to the supply department are mainly based upon the needs and desires of other departments of the board. If the superintendent is able to reduce the need for supplies used in instruction, or if the commissioner of school buildings can handle the maintenance of the buildings with less materials, then the budget for the supply department can be lowered, provided, of course, that the cost of materials does not advance to such an extent as to consume the saving. The amount of money required to carry on the work of the department varies from year to year depending, of course, upon the activities displayed by the educational and maintenance departments and upon the cost of materials. The budget for 1930 ran somewhat over \$1,000,000. The budget for 1933 was approximately \$600,000. It is hoped

to carry on at the present time with a budget of approximately the same amount.

In an effort to carry on successfully the operation of its activities, the supply department has endeavored to purchase in such a manner as to secure the best materials for the money that can be had. It has endeavored to make its specifications clear to the bidder; to specify a set amount to be purchased; to test all materials delivered by the contractor in order to insure the receipt of the exact materials bid upon, not only as a protection to the other bidders, but in order that the schools might receive those materials suitable for their needs.

Materials for the schools are selected annually. At this time the superintendent of instruction and building commissioner assign outstanding people in their departments to pass judgment on the quality of the submitted materials for instruction and maintenance. This judgment is placed on materials submitted by the manufacturers, from which all identification marks have been removed.

From the materials submitted the committee must rank their selections into a first, second, and third choice based exclusively on quality. These reports are then made to the supply commissioner for price consideration. Under every condition the first choice is taken irrespective of price, unless it can be definitely established that the second or third choice at a cheaper price will result in no hindrance to instruction or maintenance.

The system built up in order to carry out the work of the department is, in the main, the result of experience extending over a period of approximately 33 years. At various times during this period, certain sections have been discarded, and improvements added. The activities of the department so dovetail into the policies and plans of the other departments of the board that it is almost impossible to accurately describe them in an article of this length.

The organization of the St. Louis schools does give definite business management of its affairs under responsible administrative officers, all co-operating with the superintendent, to secure the most for its expenditures. The methods used can be credited to those pioneers: Chas. P. Mason, Hugh W. McNamee, Richard L. Daly, and Edmund M. Brown. These men particularly, established the necessity of viewing the activities of a school system from a cost basis and, with the leadership of the St. Louis superintendents, had the vision to operate these affairs with the fundamental business policy of solvency.

The Map Survey

William T. Miller¹

It would seem almost self-evident that individual school principals and town or city superintendents should have a complete, accurate, and up-to-the-minute inventory of all educational material for which they are responsible, whether such material is actually in classroom use or in a reserve stock for future distribution. The lack of such inventories is the cause of much erratic ordering of books and supplies, which sometimes results in the amassing of expensive surpluses, and often causes a shortage of needed tools of instruction.

My observation leads me to think that textbooks receive the closest attention in this respect in most school systems. It is common practice to require teachers and principals to keep accurate book accounts, which tend to prevent both excessive and inadequate ordering. In the case of such supplies as paper, pencils, pens, ink, crayons, blankbooks, etc., fairly exact figures are sometimes kept; although these items are not often given the same scrutiny as that accorded to textbooks.

There is another type of educational material, however, which is quite generally overlooked in the accounting of school property. This is the visual, illustrative material, consisting of such items as wall maps, charts, globes, models, and miscellaneous specialties. To secure a true picture of the equipment of the schools in this type of material is the purpose of the map survey. We use the term "map survey" because wall maps of one kind or another make up the bulk of this kind of material; but globes, charts, and special pieces of equipment should also be included.

Reasons for the Survey

There are several reasons why a map survey is not only desirable, but necessary. In the first place, such a survey shows whether or not the classrooms are adequately supplied with visual aids. It is possible, of course, to teach geography, history, literature, and science without wall maps, charts, globes, and models. But efficient classroom work demands these articles. No amount of verbal explanation can take the place of the visual appeal of the relief or political map, or of the globe or model. Only by taking stock of the supply of these things can we say whether the classrooms are properly equipped.

A second reason for the map survey is to discover whether the material we have is suited to the needs which it is intended to supply. Courses of study specify definite content for each grade in all subjects; and it is quite evident that the visual material in each classroom should fit the grade content to which that room is assigned. It is safe to say that, from this standpoint, a vast number of classrooms are inadequately equipped with wall maps, globes, and charts. They may have some maps; but unless these maps are suited to the subject matter assigned to the grade occupying a given room, the equipment of that room is not complete.

A third result of the map survey will be the discovery of damaged, outworn, or out-of-date visual material. Maps and globes wear out like any other material; and they should certainly be replaced when they become torn, faded, or ragged. Maps also become out-of-date; and an out-of-date map is incorrect and misleading. It is amazing to see wall maps of Europe still in use, showing Austria-Hungary as an Empire, and other features equally obsolete. There is no excuse for their continued presence in classrooms. I have even seen recently a battered old wall map of the United States showing the Indian Territory, a division which most of the

younger generation have probably never heard of, except perhaps in historical fiction. Such a map would look well in a museum for geographical antiques, but it has no place in a twentieth-century classroom. Africa also illustrates the need for modernizing the wall map. It is now more than fifteen years since Germany surrendered her colonies in Africa; yet classrooms are full of wall maps of Africa which still carry the old German colonies boldly displayed.

Unbalanced Map Equipment

A fourth outcome of the map survey may sometimes be the discovery that a school has actually too many of one kind of wall map, and too few of another kind. Candor would lead us to say that a surplus of such material is rather rare; but if a surplus exists, only a map survey can bring it to light. If a surplus is found, it is often possible to arrange exchanges with some other school which may need the particular map in question. Thus the survey will result in a better distribution of the available material.

From certain map surveys with which I am familiar, it is my conviction that far too little attention has been paid to the adequate equipment of classrooms with this type of material. This fact is partly due to the lack of funds in school budgets for visual aids. But even when funds are available, there is often a lack of appreciation on the part of school executives of the teaching values of maps, globes, and charts. Many principals, and even some superintendents, look upon these things as luxuries; whereas they are really necessities for good teaching in many subjects. Simply to illustrate the truth of this statement, let us consider a few subjects in the elementary- and junior-high-school curriculum.

Geography. To teach this subject successfully without a globe is next to impossible. It may seem an extravagant statement; but every classroom where geography is taught should possess a globe as a permanent part of its equipment. Likewise, every such classroom should have a large wall map of the world. Then each classroom should have wall maps of the continents treated in the course of study for the grade using the classroom. In addition there should be available in every school one or more slatted globes and slatted outline maps for development purposes. An especially valuable piece of equipment is a new type of metal globe of large size, with the continents in black and the oceans in blue, for chalk development lessons.

Social Sciences Require Maps

History. For this subject the slatted outline map of North America and of the United States is invaluable. Every history classroom should also have a set of charts or maps illustrating the periods of history covered in the grades using the room. For ancient-history classes there are specially designed maps which make the work far more interesting and effective. The large globe spoken of above is needed to show the voyages of the explorers in early American history.

Foreign Languages. A French class should have a map of France, with French text. The same is true for classes in other foreign languages. For Latin classes maps of Gaul and of the wanderings of Aeneas are invaluable. There are also splendid charts for all these languages.

Literature. For both English and American literature classes there are special maps with literary landmarks and allusions indicated, which add much to the appeal of these subjects.

Science. Charts abound for all the branches

of this very broad subject. Even physiology and hygiene have their specially designed illustrative charts, which save a vast amount of time in covering these much-neglected subjects.

In the elementary school, with all subjects taught in the same classroom, it is, of course, difficult to complete the map equipment all at once. But a thorough map survey will point out just what the needs are, and these can be filled gradually as funds permit. In junior and senior high schools, with departmental organizations, it is easier to secure complete equipment, because only the rooms devoted to the subject in question need to be supplied. But each departmental classroom should have a very complete supply of the visual material needed in the subject to which the room is devoted. The survey will at once bring out the facts regarding such rooms.

Making a Survey

So much for the purposes and principles underlying the map survey. A few suggestions as to procedure in carrying out such a survey may be helpful. Before the survey is made, certain directions must be given to the teachers or supervisors making the study.

First, as to the material to be listed. This will include all wall maps, charts, globes, and models of any kind.

Second, the details to be reported. These should include the name of the map or chart, the style of mounting (i.e., spring roller, plain rods, steel case, cabinet, eyelet, or charthead) the publisher, the year of copyright, if given, and the condition. In the case of globes, give the size (8, 12, 16, and 20 inch are the common sizes) and the mounting (i.e., whether on a table stand, tripod, or hanging). In the case of charts or maps in sets, give the number of sheets of charts or the number and names of maps in the sets.

Third, it should be made clear that all material is to be listed, even though it may be in closets or storerooms and not in use.

The survey should be made first in each school building separately. To do this, a separate form should be supplied to each room teacher, on which she will enter all the visual material in her possession. These forms are called "room reports."

From the room reports, each building principal or teacher in charge should tabulate a "school report," summarizing all the material in that school building. If a school includes several buildings, the separate building reports should be assembled at the district office, wherever it may be.

Copies of the school reports should be sent to the superintendent's office, and there assembled to show the complete supply of maps, globes, and charts in the entire system. The reports we have been describing have taken no notice of the costs of the different items, since teachers do not usually know these facts. If it is desired to compute the total value of this visual material in the school system, this can readily be done at the superintendent's office, by entering these costs on each school report and then totaling the results.

Below are given suggested forms for the room and school reports mentioned above.

School _____		Date _____		Map Survey		Form 1
Room _____		Teacher _____		Room Report		
<small>Note to teachers: Use more than one line if necessary for any item. Use more than one sheet if necessary. Include all maps in your possession. For Charts, enter word "Chart" in column 1, with number of sheets in the set after it. In column 2, indicate whether History, Hygiene, French, etc. Enter Globes last, with the word "Globe" in column 1, and as much other information as possible.</small>						
1. Name of Map	2. Kind: Political Physical Slatted	3. Mounting	4. Size	5. Copyright Year	6. Published by	7. Condition

In tabulating the individual room surveys into a school report, all maps of one kind should

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¹Master, Washington Irving School, Boston, Massachusetts.

Eleven O'Clock—and Later

New Doctrine for Monroe—XIII

Brooke W. Hills

... Eleven o'clock ... a clear, starlit night in late November. ... "Looks like a mighty nice day ahead; Monroe ought to take that Deckerville outfit tomorrow afternoon. They got *spirit* up at the high school, nowadays." "S 'bout *time* they come to; they been dead from the neck up, the last million years. Did you see the big bonfire the kids had in back of the school tonight? I hear that new teacher—what's-his-name? ... oh, yeah, this new fellow, Barron—say, why he had every kid in school lugging boxes and every bit of wood they could get their hands on from all over town. The pile must've been ten foot high!" ... "Yes, *sir*, you *bet* I saw it! And did you see the parade around the square, with them two old gray horses of Sinkler's hitched up to a hay wagon, tuggin' away and adragging the football team in it? I hear the *Mayor* gave them a mighty nice talk." ... "Why, the way those kids go on, I bet you every last one of them thinks they could lick Yale tomorrow!" ... "S all right, *I* tell you." ... "You're darned *right*, Bill; they gotta go to work quick enough. *Let 'em* have a good time, *once* in a while, *I* say." ...

... Eleven o'clock at night. Several members of the Monroe board of education on their way home, worried but fixed in purpose. ... "It's high time we brought Tyrone up on the carpet. Hamilton's getting the school on its feet in a hurry; but it's ridiculous, it isn't fair to compel him to worry along with this man doing everything he can to undermine him." ... "I know; but there's going to be a mighty big row." ... "Now, see here, Joe Bolton, don't you start talking *that* way. I don't care if there *is* a row; I'm not going to sit around any longer and see Hamilton working his head off to make a decent school with a handicap like this to fight against. Tough enough job, anyway. What's more, you haven't heard him doing any complaining about it; he's kept his mouth shut and sawed wood, and you know it!" ... "Hold on, Jim; you needn't think I'm not going along with you fellows. To hear you talk" ... An anxious Benkert in his study: "It's the right thing to do, the only thing to do—but it's going to be awfully hard on Hamilton." ...

... Eleven o'clock at night. Messrs. Short, Jackson R. Tyrone, and the rest of the boys down at the firehouse, putting on their coats and repeating with delight the unanimous verdict of this self-appointed jury, which, again that evening, had convicted Smith B. Hamilton without the formality of a hearing: "That'll fix 'im!" ... The clamor of the telephone. ... "Hey, Tyrone, out-of-town call for you!" ... An important, "This is Mr. Jackson R. Tyrone; who is this?" ... A moment's delay. ... "Wait a second! Boys, come back; come back *quick*! This is good!" ... followed by, "You say they're on a regular rampage? Well, well; that's just about what you might expect. ... No, it isn't any of *my* fault, you bet! ... You're just waiting for the judge before lockin' them up? ... yeah, and the girls, too? ... Yes, I suppose you better phone their fathers; they'll be *interested* when they hear how this new superintendent's discipline is workin' out! ... G'bye!"

And Jackson R. Tyrone, his face aglow with satisfaction, slammed down the receiver to tell his dumbfounded satellites that a "fellow up at Deckerville had just told him how the police had caught a batch of Monroe high-school kids hanging around their athletic field and getting ready to put it on the bum; and several of these little devils had sassed them back when they were brought down to police headquarters, and said they weren't doing a thing but just looking through the fence at the field because they were going to play football there tomorrow." With eager words fairly tumbling over each other, "Yes, sir, that's what's going on this very second! And the cop who brought them in *had to fire a shot* over their heads when some of 'em tried to run—the little sneaks! They're going to hold 'em until the judge gets down there to headquarters; and won't that would-be superintendent have to do some tall talking tomorrow to explain all this to the town!"

Amid loud exclamations of delight,

"Say, Tyrone, how'd the Deckerville cops know these kids might go on the warpath tonight?"

In this great hour of triumph, Mr. Jackson R. Tyrone drew himself up to his full height, and looking kindly at his radiantly exulting companions, made impressive answer in the hushed silence.

"How'd I know? Gentlemen, that is a question a really experienced educator can easily answer. Being perfectly familiar with the present deplorable conditions in what used to be a decent and reglarly organized

high school, and knowing children as I do, and being a friend to those who have any sense at all, I foresaw what might happen as an aftermath to the celebration at the school tonight—an affair which I did my utmost to prevent. Boys," and his voice rang out his self-satisfaction, "Boys, I guessed the combination ahead of time; and so, before I ever came to the firehouse tonight, I telephoned the Deckerville police authorities to look out!"

There was a real regard, real awe in Short's voice as he answered for the assembly.

"Mr. Tyrone, if ever I have had any doubts as to the kind of a man you are, tonight's events have thoroughly dissipated them. I'm proud of you!"

And amid approving handclaps, editor and teacher extended to each other the warm clasp of fellowship ... a truly beautiful spectacle of mutual esteem.

For once in his life, Editor Short was right, just one hundred per cent so. That *was* Tyrone. ... Which is merely by way of parenthesis.

The hero of the occasion, bearing as a modest man should the words of congratulation showered on him by his associates, again started on his homeward journey. Only, *this* time he headed the procession as it clumped down Main Street, a retinue from whom such ejaculations as "Boy, oh boy, *ain't* this the real thing!" and "Smart man, Jackson R. Tyrone!" followed him in pleasing sequence until they were lost in the night.

... Still eleven o'clock. Smith B. Hamilton, all unconscious of meetings at the firehouse, gatherings at Mr. Benkert's, and most particularly unaware of riots, present or planned—Mr. Hamilton, we say, a little tired in body but thoroughly happy as a result of observing an awakened student body at the football bonfire, while rolling along a side street in the near-by town of Deckerville, suddenly realized he had managed to get off the main road. In the glare of his headlights, a steel fence stretching across the pavement, a fence providing an effectual dead-end to the street, abruptly appeared.

"Smith B.," said he to himself, smiling a little in spite of his annoyance; "Smith B., I guess you need a night's sleep more than an hour's drive around the country. Go on home and to bed." And almost at the same instant as he put his car into reverse,

"Good Lord, what's *that*?" ... A sound like a pistol shot in the next block, a confused murmur of voices in the distance. ... Around, down the street, a turn to the left, a quick swing up the highway. ... "What's that over there? Looks like a lot of boys and girls. ... Who's that yelling at them? ... A cop! Wonder what on earth's the matter? ... My gosh, they're *my* kids!"

A few rapid questions from an astonished Mr. Hamilton. A general chorus from the straggling group of boys and girls, "Hello, there, Mr. Hamilton!" and "It's O.K., now; Mr. Hamilton's here!" Followed several excited answers, "We weren't doing a single thing! We were going over to the Country Club dance, and thought we'd drive past the field and look in where the boys are going to play tomorrow." ... "No, we *didn't* climb over their old fence. How could I get in there with *this dress* on?" from a tall girl. ... "And that big cop fired a revolver at me!" from a tow-headed youth in a borrowed tuxedo. ...

A few sharp words from an angry Mr. Hamilton to an obstinate officer, "What do you *mean* by picking up these boys and girls? What have *they* done to hurt anything?" ... "You're going to take them to headquarters? Like blazes you are! ... You got a good notion to take me along, too, for interfering with an officer in the pursuit of his duty? All right, then, just you go ahead and do it! We should take *you* along, instead!" ... "Them's your orders from the Chief, you say?" ... "You're going to make them *march* through the streets of your con-founded town half a mile to the police station? You won't let them drive there, even if I personally take full responsibility for their safe arrival? Very well; don't say I didn't warn you!"

And down the street, down another street, two by two, some giggling, some scared, accompanied by a furious Smith B. Hamilton, followed by an officer who wished devoutly "he was on the day-trick that night, but orders is orders," across the brightly lighted square, down a side street and into the police station, marched fourteen boys and girls of Monroe high school. Back into the courtroom. ... "Sit down there, you; the judge will be good and sore when he sees what you smart Alecks from

Monroe think you can get away with here at this time of night; you had ought to be ashamed of yourselves! . . . You must be a *fine* superintendent of schools, *you* must, tryin' to stick up for these young uns! . . . Yes, ma'am, *that's* the kind of children they're putting out of Monroe high school, nowadays; yes, they *will* bring down their sorrowin' parents' gray hairs to the grave at this rate. . . . A lot of good it will do *you* to telephone, Mr. Superintendent of Schools! . . . *Stop* givin' them fool yells of your's about your school, you little imps! . . . See here, young lady, what d'ye *mean* by unfastening my badge? . . . 'Couldn't have done it if I had my coat on where it belongs?' Don't you give me none of your Monroe lip! . . . Here's the judge! *Now* you'll catch it!" . . .

"Well, well; upon my word! What's the trouble, Chief? Rioting? Looks more like they're fixing to go to a dance than starting a fight. Sure of it? . . . Pretty serious thing, bringing in these boys and girls, if you aren't mighty certain. . . . You were tipped off early this evening? Who told . . . Hello, there, Mr. Plant; what brings *you* all the way up here tonight? Any of these . . . Why, bless my soul, there's my good friend, Mr. Parmenter; and there's you, too, you rascally old par-shootin' hound—now we've got *you* up here, Blivens, I should have you locked up till after the club tournament! . . . These *your* children? What on earth! . . . Now, see here, young folks; one at a time. You tell me truthfully *exactly* what you were doing up here in Deckerville. . . . Humph! You're *sure* of it? . . . Wait a second, wait a second! How do you expect me to hear anything when you're all talking at once? . . . No, I can't see how you'd hurt that field very much by just looking at it. . . . Anything more? No? All right, then; now, officer tell me *your* side of the story. . . . They *weren't* in the field? . . . One boy was making a noise dragging a stick along the iron palings? That's all they did? . . . They tried to run? . . . What? *You fired a shot* over their heads to stop them? You could see where you were shooting in the dark, too, I suppose? . . . Anything else? You're *sure* that's all, but you had to follow orders from the Chief? . . . Case dismissed! . . . Sorry, Mr. Plant; 'ts too bad, Mr. Blivens. You gentlemen know that some mistakes are sure to happen. I'm mighty sorry about this. . . . Now, look here, Chief; you had just started to tell me where you got your information about these youngsters, when their fathers came in. Who told you? Quick, now! . . .

The red-faced, thoroughly disgusted, extremely apprehensive Chief of the Deckerville Police Department slowly answered,

"A teacher in Monroe high school!"

"A *Monroe* teacher?" From one of the fathers who had whirled around at the answer and now stalked back to the desk. "Who *is* that teacher who put you up to arresting *my* daughter and dragging her here through the streets at this time of night?"

And the Chief, thoroughly cowed and wide-awake by this time to the idea of the possible consequences following false arrest, yet glad to have the responsibility shared, shot back in the sudden stillness of the room,

"All right, you want to know? Then I'll *tell* you. It's Jackson R. Tyrone, *that's* who it is; and you can tell him I said so!"

. . . It was eleven o'clock . . . and later. Mr. Benkert had been visited by several angry fathers who had told him plenty. He had considerable to say by way of answer, himself, before these Monroe fathers had finally followed their children home. Nor was it by way of excuse, either.

. . . And still later. . . . Hamilton again heard the whistles in the valley that night. Those trains, plunging along through the dark, away, away somewhere, somewhere away from Monroe. . . . Were there *any* people behind those fast-flying lighted windows who were free from worry? . . . Tough, awfully tough, trying to make something out of these schools. . . . It had been so easy in the pleasantly exciting last summer to coin that phrase, "A new doctrine for Monroe." . . . There had never been this ceaseless worry, back there in the old job at Roseland . . . seems ages ago . . . no use thinking of *that*, now; got to go ahead. . . . Gosh, I'm so *darned* tired. . . . Why *did* Tyrone have to kick up all this trouble tonight? . . . Bill Dobson says they're after me; he's telling me! . . . Why can't those fellows leave us alone and give us a chance to get something done? . . . What was that hymn they sang in John Davidson's church the other night? . . . "Forgive our foolish ways." . . . Foolish ways? . . . Foolish to stick up for the kids? . . . That train must be a long ways off by this time. . . . I wonder. . . . Going away from Monroe . . . no more worry. . . .

AND STILL LATER

Not that it has any especial bearing on the story, but simply as an indication of the result of an awakened spirit among the students of Monroe high school, we record the fact that Deckerville high school went down to defeat the following afternoon by a rather lopsided score.

As one young gentleman who had come in unpleasant and violent contact a good many times with the opposing Monroe tackle put it, "Holy smokes! What's got *into* those guys this year? They didn't *look* like a Monroe team, they didn't *play* like a Monroe team; and boy, oh boy! I feel like a frankfurter run over by a wagon wheel. Am I glad there isn't a return game!" . . . A new doctrine for Monroe? . . . Any rude but perfectly natural references to "Jail birds," emanating from the Deckerville bleachers, and the equally-to-be-expected extemporaneous rendition of the "Prisoner's Song" by the Deckerville school band, died aborning about two minutes after the shaggy-haired behemoths in the Monroe back field began operating. Let it go at that; this is not a football story. . . .

At this point, the experienced traveler down Mr. Average Citizen's Main Street very likely will observe,

"Shucks! The rest is easy. The board went ahead and fired Tyrone out of hand for his latest escapade. Editor Short revised his editorial policy, and preserved both his circulation, and very particularly, his map from the promised future ministrations of the well-digger from Irish Hill. Hamilton, of whom we've been reading, became a local hero, forthwith; the board was triumphantly re-elected, and showed their appreciation of their new superintendent by offering him a three-year contract with a nice, fat raise in salary. . . . Sure, he had a tough time, but as usual, Virtue was triumphant, and that's that. . . ."

While we do not wish to disillusion this average citizen, simply because we have yet to find in twenty-five years' school teaching that any teacher is ever permitted to be an average citizen . . . we are obliged, here and now, to say very emphatically that this is not the rest of the story by any means. Not so you would notice it.

School difficulties are not settled so easily in any town we've ever heard of, no matter how placid the municipality may ordinarily be. Much less in Monroe. As has been pointed out many times already, Monroe, even in its most peaceful days, had never resembled a quiet pool—never, even in the wildest flight of imagination. Waves disappear from the surface, ripples subside and die away in this turbulent maelstrom? No, indeed. There was a reason, there; there is a reason pretty much everywhere else.

As that experienced observer, Mr. William Dobson once remarked on the occasion of a Schoolmaster's Dinner, when he was called upon to felicitate publicly a veteran retiring from a long-continued school job, "Gentlemen, I have never known our honored guest very well, since he has been carrying on his splendid work about five hundred miles from where I, myself, am privileged to serve the best educational interests of my native state. In fact, I never heard of him until I dropped in at this dinner tonight. But I gather from the other distinguished speakers that this gentleman has held his job in his own town for nearly fifty years. He *must* be a good man, in fact a *darned* good man, or this would be a funeral speech, instead of lugging in by the ears the 'note of congratulation from a neighboring state,' as so originally suggested by the citizen with the gavel and the open-faced suit. And now, friends and fellow-workers in the vineyards of academic endeavor, seeing that I don't know another cussed thing to say about our honored guest, although I have done the best I could under the circumstances, with your permission I'd like to use my remaining time in discoursing on my favorite topic, 'All Towns is Curious Critters, and I Can Prove It,' illustrating my remarks by the relation of a number of highly educational and illuminating reminiscences from a long and useful life." [Surprised applause from the greater part of the room; the most unbounded enthusiasm from the few who were fortunate enough to know Bill in his native haunts.] . . . The guest of honor, so it is related, later in the evening assured Mr. Dobson with every indication of appreciation, that he would cheerfully have retired twenty-five years earlier, had he but known the forensic abilities of this visitor. . . . "It would have been worth it." . . .

In assuming the truth of his thoughtful, although somewhat unusual text, Mr. William Dobson was about right. Towns *is* curious critters; and few experienced schoolmen there are who would not cordially and quickly subscribe to such a statement. As for Monroe—well, this "beautiful, progressive town" would have been a headliner in the front row of exhibits, were it possible to stage such a side show.

Fire Jackson R. Tyrone out of hand for instigating the nocturnal séance at Deckerville? Fire him for his disloyalty to his superiors in office, for his inability to get along with children, for his open flaunting of the policies in the school which had tried in vain all these years to get along with him? Sure, Mr. Business Man, in your office maybe you *could* get rid of such a person without going through a regular séance. . . . "Sorry, but you're through. All right, Mr. Jones, pardon the interruption." Quick and snappy; just like that. . . . Maybe you could, and certainly you should. But in a school system? Well, we can hear

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The Business Efficiency of Boards of Education

On pages 28 and 29 is presented a comprehensive score card for judging the business efficiency of boards of education. This card, prepared originally in 1933, has been worked out especially for boards of education in the smaller towns and centralized rural districts of New York State and has been used, in its present revised form, for more than a year with excellent results. It represents as near a scientific approach to the problem of evaluating the effectiveness of school-board business procedures, as can be developed with this type of instrument.

With minor modifications this score card can be applied to any board of education in any state. A study of local and state laws will

indicate the changes necessary to adapt it to any small city or town.

The score card is here reproduced in the hope that boards of education and their executives will be encouraged to make what may be termed an examination of conscience of their business methods. It will be surprising how many points of efficiency—or rather inefficiency—will be revealed concerning matters that have been complacently taken for granted.

The three papers preceding the score card explain the underlying philosophy of the functions and relations of boards of education as viewed by the author of the scoring device and his associates in the New York State Education Department.—Editor.

The Degree of Organization of the Business Management of the Board of Education

Wendell M. Sears¹

The development and training of the youth of the community constitutes the whole purpose of the administration of the public-school system. The more complacent members of a board of education may refer to the old proverb "handsome is as handsome does" and suggest that the excellence of the educational offering of their particular school system be accepted as a measure of the efficiency of the business management. There are, however, other standards that more accurately measure the effectiveness of the plan of business management of the board of education.

Any rating card that accurately measures the degree of organization of the business management of boards of education will disclose the fact that the larger school districts can more readily operate in accordance with the efficient standards of private industry than can the smaller districts. However, controlling boards of all districts have small membership and are organized in a manner similar to the directors of a large industry or corporation. The membership of these boards is composed of business and professional men and women who, as a group, rate high in qualifications and trustworthiness. The average board member, in accepting a share in the trust which the law imposes upon the board as a whole, usually endeavors to carry over into the affairs of the school district the same efficient procedures that may be found in use in private enterprises. Such a board member would naturally be interested in the use of a rating device, self-administered, which would measure the degree to which these ends have been attained.

The effectiveness of the business procedures employed by a board of education may be measured by comparison with selected standards of efficiency. The criteria used in the selection of the standards which appear on the accompanying business-efficiency rating card have been based upon four factors. First, does the procedure employed represent good business practice? Second, does it comply with the provisions of the State Education law? Third, does the procedure effect better co-ordination of the activities of the various school district officers? Fourth, does it make available essential information for the guidance of the board of education in reaching decisions?

The board-of-education efficiency rating card was originally prepared in 1933. Tests were made for the purpose of revising this measuring device by Dr. Julian E. Butterworth, Dean of the Graduate School of Education of Cornell University, Ithaca, N. Y., and further tests

were made by Dr. E. R. Van Kleeck at the State College for Teachers, Albany, N. Y. As a result of these tests, a rating card for the use of boards of education of the Union Free School and Central School Districts in New York State has been designed. It will be noted that certain standards have been weighted, because of the relative importance of the procedures involved. However, the weighting of the various standards has not been refined to such a degree that the score card will be cumbersome when used by a board of education, sitting in judgment on the efficiency of its own management and critically examining the business procedures employed in carrying out its duties.

Committees and Committee Policies

Members of boards of education in New York State are elected public officers. As board members, they occupy positions of public trust. They do not function as individuals but as members of a board which, in law, is constituted a corporate body. The president of the board along with the other members consider and arrive at a declaration of school policy. Individual board members have no powers outside the scope of board action in which decisions are reached only by the expressed will of a majority of the board.

In order to speed up the action of the board of education it is a common practice for the board to divide its duties and share its activities with standing committees appointed by the president of the board. By the delegation of powers and privileges to these committees, it may be claimed that the board is able to act more promptly and efficiently. It may be claimed in addition that the best interests of the school district are served by the assignment of board members to committees in which their special training and talents may be most effectively employed.

In measuring this practice of appointing standing committees against the criteria selected, certain fallacies in this procedure become apparent. The issue is primarily one of whether bureaucracy in government should be encouraged or is in fact even allowable under the provisions of the law. The problem is similar to that confronting the Federal Government. Can the legislative body delegate powers to individual members or committees which permit them to create debts binding upon the district and empower them practically to establish policies giving direction to the executive officer of the board. The State Education Law does not recognize the right of the board of education to delegate such power to committees of the board. The law implies that a

board may appoint special committees to carry out investigations, to prepare reports, and to submit recommendations. Such committees may not legally be assigned executive powers and granted latitude to use its best judgment. The board may direct a committee to enter into contracts if certain conditions or specifications are met. If the committee is faced with a situation not covered in its instructions, it should return to the board for direction. Such committees cease to exist as soon as their special assignments have been completed. The law reserves to the board, acting as a committee of the whole, the power to enter into contracts, to approve the payment of bills, to create debts binding upon the district, to borrow money, and to legislate policies for the administration of the affairs of the school district. The board may delegate certain powers to the superintendent or principal as the executive officers of the board, may set up general rules of policy for his guidance, and may give exact directions when definite decisions have been arrived at by formal resolution of the board.

Committee Evils

When acting through standing committees, the board frequently comes to rely, to a large extent, on the recommendations of these committees and to assume that reports have been based on definite information when, in reality, no real investigation may have been made.

The board member appointed to the chairmanship of a standing committee, if he does not sooner or later come to assume certain prerogatives, he is quite often forced to commit himself to a certain line of action in advance of a board meeting. The superintendent or principal may be forced, by circumstances, to place certain facts at the disposal of the chairman of a standing committee before the information is made available to the board of education as a whole. The superintendent or principal may be placed in the position of at least appearing to defer to the wishes of the chairmen of various committees. The usual practice is to assign new board members and members who represent a minority faction on the board to minor committees. This arrangement does not bring about the highest degree of co-operation between elected and appointed officers of the district. The superintendent or principal should have full freedom to present his requests and recommendations to all board members on an equal footing. Any procedure permitting any appearance of railroad resolutions through the board of education should be avoided. This is a frequent source of friction, and board members resent the apparent partiality shown committee heads. Sometimes as a result, when the complexion of the board changes with the election of new members, one of the first actions taken by the newly organized board, may be directed toward the replacement of the executive officer of the board primarily because of a lack of confidence in the ability of this officer to deal impartially.

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A Better Policy

The board of education that avoids the practice of appointing standing committees establishes sound business precedents by delegating fixed assignments to special committees and by extending the responsibilities of the executive officer of the board so that there will be no division of executive power. Under this arrangement all board members are treated with equal consideration. All the board members are trained to arrive at decisions on the basis of the ultimate aims of the whole program, more accurate planning is engaged in, and general policies are worked out which avoid the necessity of making numerous exception to approved policies. Finally, when the board functions as a committee of the whole, the old as well as the new members are trained to take action only when adequate facts have been presented for the consideration of all the members and to defer action until such time as essential information may be made available for the guidance of the board of education in reaching decisions.

The time devoted to school problems by board members is donated gratis to the district. Board members are chosen primarily for their good judgment. The valuable time of individual board members may best be conserved, not by division of duties among appointed committee chairmen, but by definite provision for the superintendent or principal and the clerk of the board to assume a larger measure of the burden of routine planning and care of details.

Any attempt to measure the efficiency of the business management of a board of education should evaluate both the degree of co-operation obtained between the officers appointed by the board and the quality of the sound precedents established by the board itself through its own acts. An experienced board can work with clarity and precision. For an inexperienced board to adopt short cuts may expose the whole board to criticism and result in a loss of faith on the part of the voters. A lack of due regard for details may not only lead to carelessness in the handling of district funds but may forfeit the support and confidence built up in the district over a long period of years.

The Advantages of General Policymaking

The detailed business of the board of education can be carried on with greater dispatch if the clerk of the board prepares, under the direction of the superintendent or principal and the president of the board, an agenda or docket of business to be placed in the hands of each board member at the beginning of a regular meeting. New decisions should be reached in the light of previously established policy. A large number of boards not only hamper the effective administration of school affairs but increase the burden of their own duties by attempting to arrive at all decisions as though they were individual problems. For example, a board of education may undertake to lay out a bus route and decide at exactly what homes the school bus shall stop or endeavor to decide on school holidays without regard for a complete school calendar. More experienced boards endeavor to set up a large number of their decisions in the form of resolutions outlining general policy which will serve as a clear statement for the guidance of the executive officer of the board. This calls for more careful planning and consideration of decisions in order to secure the establishment of consistent and defensible policies. This type of administration eventually not only secures a more rapid dispatch of routine business but builds a foundation for effective co-operation between the appointed officers of the board.

The superintendent or supervising principal

in the average-sized school district is the chief executive of the local school system and exercises his powers and duties under the direction of his board of education to whom he is responsible. The board should not only set up regulations and establish by-laws for the guidance of its own members, but it should reduce to a written statement the general duties and powers assigned to the superintendent or supervising principal. The highest aims of the public-school system can only be attained by the complete and intelligent co-operation of the school board and the school executive.

The Board of Education and its *Executive*

Charles L. Mosher¹

Effective co-operation between any board and its executive officer is a first necessity. In the nature of the case, such co-operation upon a broad, well-established basis is, if anything, more important between the board of education and the principal than elsewhere.

It is essential, on the one hand, that the board and each member of it have a real and understanding relationship to the task of education so that they may build for its support a suitable and enduring foundation and that they shall not be left out, inadvertently or consciously, where educational principles are being considered and educational policies are being formed.

It is essential, on the other hand, that the principal—the executive officer representing the board in action and interpreting the policies laid down by the board in the details of operation, the professional expert in education—shall not be relegated to an office-boy relation, though paid a professional salary.

The board should look to the principal for every sort of information related to its task—economic, financial, relating to population, pedagogical, social, and otherwise. The principal should accept this difficult responsibility, be prepared to collect facts and information from every available source, including individual board members, be ready with materials of every sort as needed, and be prepared to assist in the formulation of policies in view of all the conditions applying.

A fine, frank, *clear-cut relationship of this sort is perhaps of greater value to the schools than any other single thing.* Without it, friction, misunderstanding, unpleasantness, and often worse, are bound to develop, with serious losses.

The board of education should take pride in the quality of the services rendered by the principal on the ground that his success, since he is their representative and since he acts solely under their authority, is at the same time their success. Teamwork with complete understanding means lasting and continuously growing good results when achieved by the board and its principal.

The breadth and sweep of matters with which the principal is concerned and for which the board will turn to him is suggested by Items 17 to 35, inclusive, of the board-of-education business-efficiency rating plan under consideration.

The simple fact that pupils not in school cannot be instructed is often forgotten and unnecessary irregular attendance, contrary to statute and resulting in serious educational losses, is allowed. Attendance service and responsibility on the part of all teachers is an initial concern of the principal in setting up a smooth-running, effective organization in which the pupils will happily and interestedly

The board of education as a board of directors has the power to fix responsibility. Efficient private business organizations set up detailed responsibility for the performance of routine duties. The administrative machinery of a school district that attains any marked degree of business efficiency must secure effective co-operation between the officers appointed by the board and the board of education itself. The score card following this group of articles attempts to measure the degree of organization of the business management of the board of education.

co-operate. Within such an organization there will be broad and comfortable freedom for all with a frank acceptance of limitations necessary in every group, an understanding that this is the price of freedom, and a consequent avoidance of license which fails to take into account the rights of others.

The school census, a list of all children in the district from birth to eighteen years of age, presents important and illuminating facts necessary to the board in studying its task. Comparisons year by year in totals or section by section, whether geographical or of age groups, show trends of growth and change. A principal who does not study school-census figures and a board which fails to use the results of such study are both missing helpful information.

Of course, a school which cannot at any time produce the record of any pupil, including whatever there may have been of special service or adjustment, of special achievement and success, is not a modern school. Care should be taken in setting up the system of records to avoid adopting a plan unlike that used by any other school. A committee of school men in New York State has prepared a record card which has considerable flexibility.² It will serve most schools well as it stands. If particular items are essential in a school and these are not provided on the standard card, the card should be used as a check list in developing a local record plan, to the end that important matters later desired be not omitted. Cards involve considerable expense and should be worked out with deliberation and painstaking study. The Attendance and Child Accounting Division of the State Education Department will, upon request, be of any service possible with such a project. It should be noted that record systems are and must be subject to the laws of evolution and at reasonable periods must be revised in accordance with changed conditions and purposes.

It must be remembered that records are valueless unless used. The organization of all record forms effectively, the provision of suitable files for them, a plan by which they are readily available for constant use by teacher, principal, clerk, attendance officer, and by board members or the board as a whole, are essential.

The success of the required guidance program for secondary pupils will depend considerably upon the support which it receives through an adequate, well-administered set of records, which will supply the school history of each pupil. This illustrates again the importance of co-operation, of managing each phase of school procedure with an understanding of its broad as well as of its particular purposes.

Varied problems involving curricular changes,

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²Pamphlet, Pupil Records and card as prepared for New York State schools. Available on request.

educational adjustment, reduction or expansion of work in particular cases, grouping of pupils, assignment of teachers, and the like, may and will from time to time assume importance and difficulty requiring board consideration. Fortunate, indeed, is the board whose principal can set forth such problems clearly and concisely upon a basis of the school policy concerned and with no opportunity for personal prejudice on the part of pupil, parent, or teacher. There is, of course, a most important reaction to this. Equipped with a complete view of the situation, the board can do what it most wishes to do; namely, make wise decisions based upon established standards and procedures and avoid charges of favoritism and vacillation inevitable otherwise.

School boards sometimes lean toward undue hesitation and modesty in relation to educational matters, feeling that they know too little about them to act otherwise than as advised. Such an attitude does not encourage the greatest growth possible. It is the responsibility of a board member, without stubbornness, to insist upon a clear understanding of educational problems.

On the other hand, boards sometimes assume that the principal knows little of business and even that he needs scarcely be included when such matters are being discussed. This attitude is as harmful as the one previously noted. Only by working together upon the whole problem, inclusive of all its phases, can the board and principal secure the best results.

There are many procedures, ordinarily of routine nature but capable at any time of becoming major issues, which the principal should perform or supervise and with which he should be completely familiar: preparing the school calendar and explaining it is an important item; managing such financial matters as proposing equipment and securing cost estimates; seeing to it that purchases are made only upon required requisitions; making preliminary audit of bills preparatory to final audit; setting up a plan of audit of bus expense; preliminary allocation of charge of bills paid against budget items; preparing and submitting payrolls; setting up a scientific plan for care and accounting of any special student or school funds to the end that all facts concerning them shall always be available and complete.

The principal needs a petty-cash account for miscellaneous necessary items, and school management is facilitated where the board provides this, receiving a detailed statement for audit monthly and renewing the limited fund from time to time.

Finally, there is perhaps no work in which close co-operative study by the board and principal will yield more valuable results than in connection with the budget. The principal should make a study of budgetmaking procedure and place the results of such study in the hands of the board.

The principal should prepare a preliminary budget. This should then be studied by the budget committee and submitted to the whole board, each member having for some days had a copy for study. It is possible in this way to secure much more satisfactory and valuable results than can be had by hasty action. It should be expected that consideration of the preliminary budget would bring out in board meeting suggestion of changes, adjustments, new items and a discussion of the whole matter. All that is brought out is then at the service of the budget committee for use prior to returning the proposed budget to the board for final action.

It is of first importance that the relationship between the clerk of the board and the principal be clearly understood. It might be held by some board members that many of the items above mentioned were in a sense the clerk's

business, and even that something like infringement on his territory had been recommended. This would not be correct. It would be true, however, to take the above paragraphs as illustrative of the close relationship necessary between clerk and principal. This is made clear if one keeps always in mind the fact that the single unvarying purpose of the board and of the expenditures which it is authorized to make is to have the best school possible.

This theory of co-operation between clerk and principal is fundamental and applies in every school district. The precise terms in which it should be interpreted will vary widely with the size of the district, with clerical service made available, and with many other varying circumstances.

It follows that the principal, the officer of

the board closest to the school from every minute detail of its operation up to the great broad purposes and ideals which it must present, needs to know definitely, accurately, and fully about every board action and other action which in any way can affect it.

This is a large order for the principal but it is not an exaggeration. It is, in fact, only half the picture. He must, on the one hand, secure and maintain by his balance, fairness, intelligence, and professional capacity this intimate and difficult relation to his board, while, on the other, he must provide the inspiration of wise and challenging leadership in school matters which will secure and maintain the confidence and enthusiastic support of teachers, of pupils and of the community at large.

The Employment of *Legal Counsel* by School Districts

Charles A. Brind, Jr.¹

In the State of New York a board of education of a union free school district, central school district, central high-school district, or the trustees of a common-school district may retain counsel, without specific appropriation and without further action of the voters, to defend any case brought against the school district. In fact, it is the duty of such officers to protect the district and a failure to act and a consequent "judgment by default" would constitute neglect of duty which might give sufficient basis for a removal proceeding.

If an item is available in the school budget for legal services, the board of education has the power to audit and pay the claim. If no item appears, the first subsequent budget should contain one to include, in addition to the legal fee, all costs and reasonable expenses. If the amount claimed is disputed by a school meeting and the meeting refuses to pass the appropriation, it then may be adjusted by the county judge of the county in which the district or part of it is situated.

The procedure is for the school-district officer involved to give notice to the meeting that he will appeal to the county judge within ten days after the refusal of the meeting to allow the claim. He must serve upon the clerk of the school district an itemized statement of the claim, duly verified, together with a written notice that on a certain day named he will present his claim to the county judge for settlement.

Duty of School Clerk

It is the duty of the clerk, upon whom such notice is served, to file it and to notify the people in the district that the same has been filed. The clerk should post conspicuously in the district a notice containing sufficient information to apprise the inhabitants of the claim. The claim must be open to inspection by any of the people of the district.

A district meeting may be held and the trustee instructed to hire counsel to appear at the hearing before the county judge to defend the district's interests in connection with the amount claimed. Upon the hearing, the county judge is empowered to examine into the matter, hear the proofs and allegations presented by the parties and decide, by order, whether or not the account, or what portion of it, if any, ought justly to be charged against the district, together with the cost and disbursement to such officer.

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The score card following this article has been prepared with the cooperation of this division.

The decision of the county judge is final, and his order amounts to a judgment. It is the duty of the trustees, without further procedure, to raise and pay the amount determined upon by the court.

The statute does not authorize the board of education or trustees of a school district to commence an action on their own initiative. Whenever it appears to the trustees that the district should resort to the courts for redress, it is the duty of such officers to immediately call a school meeting in order that the problem be considered.

Estimating Costs and Returns

The facts should be carefully presented, for oftentimes it is hardly worth while to commence an action where the legal fees and the costs involved would normally exceed the amount of the recovery. This question most often arises where there is a shortage in the accounts of the collector or treasurer and it becomes necessary to sue the collector or treasurer and bondsmen.

If the district meeting determines that an action should be brought, the trustees are empowered to hire an attorney and spend the necessary monies to carry the action to a conclusion. This amount is, of course, never known in advance, and consequently the fees and the costs, including legal service, must eventually be returned to the district meeting for a proper appropriation.

If they seem excessive, the meeting may again refuse to appropriate the amount requested. The same procedure is then followed, as above outlined, to fix a proper charge against the district through appeal to the county judge.

When Legal Service is Essential

Boards of education need the services of an attorney for many other purposes in addition to lawsuits. Legal advice becomes desirable and almost essential when the district enters upon a building program. Accidents occur in and about the school grounds and claims are made for damages upon which legal counsel must be sought. Innumerable questions may arise upon which it is advisable to seek counsel before a definite position is taken.

School districts treat this problem in two ways. Some districts retain the services of an attorney throughout the year and refer all questions involving a semblance of law to their attorney for advice. Boards of education may legally hire attorneys for such service, provided an item is contained in the budget to cover the

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A Board-of-Education-Business-Efficiency Rating Card

Wendell M. Sears

The Score Card has been designed for use in New York State as a self-rating card for district officers of Union Free School Districts and Central Rural School Districts.

The standards are used to determine the degree of organization of the business management of the board of education.

The selection of these standards of efficiency have been based on the following factors:

- I. Does it represent good business procedure?
- II. Does it comply with the State Education Law?
- III. Does it effect better co-ordination of the activities of the various school officers?
- IV. Does it make available essential information for the guidance of the board of education in reaching decisions?

The weighting of the score card for the purpose of giving proportional credit to the more important duties of the Board of Education has been set up as follows:

Distribution of Credit on the Score Card

	Per Cent
Organization for effective work	15
Budget preparation and control	17
Safeguarding and custody of district funds	7
Keeping district records	15
Safeguarding district records	3
Auditing bills and account records	15
Supervision and Administration	28
Total	100

If the school district has not recently completed a building program financed by the sale of bonds or is not engaged in the transportation of pupils by district-owned busses, credit should not be disallowed on all standards involving these procedures.

RATING SYSTEM FOR SCORE CARD

Title of Sections	Number of Questions	Unit Credit	Total Points Allowed
Organization of Board of Education	9	2	18
Executive Officer of Board	7	2	14
Business Procedures of Principal .	19	1	19
Business Procedures of Clerk	22	1	22
Business Procedures of Collector .	11	1	11
Business Procedures of Treasurer	14	1	14
Business Procedures of Board	28	1	28
Audit Procedures	10	2	20
Effective Management	6	5	30
Relative Competency of Officers .	4	6	24
Total of All Points			200
One Half Total Number of Points			
Credit or Final Rating Score			100

ORGANIZATION OF BOARD

For each standard that has been complied with under Questions 1 to 16 allow Two Points.

1. Does the board of education function as a committee of the whole in carrying out its duties and confine itself to legislative and policymaking phases of administration as provided by law when created a corporate body?
2. Has the board held a regular organization meeting for the election of officers as provided by law following the Annual School Meeting?
3. Has the board appointed a separate clerk, collector, treasurer, attendance officer and medical inspector?
4. Has the board established dates for regular monthly board meetings?
5. Has the board avoided appointing standing committees and appointed only special or temporary committees?

6. Do committees appointed by the board act only in an advisory capacity to the board and its executive officer and avoid exercising either powers of purchase or of policymaking?

7. Is the District (county) Superintendent consulted and in attendance at important board meetings?

8. Is the Principal consulted and in regular attendance at board meetings?

9. Has the board set up regulations and established by-laws for the guidance of the board of education and school officials?

EXECUTIVE OFFICER OF BOARD

If the board of education has appointed a superintendent of schools as provided under Section 312 of the Education Law, substitute the word Superintendent for the word Principal in the following standards referring to the executive officer of the board.

10. Is the Principal the executive officer to place the policies of the board in effect?

11. Does the Principal have full authority to direct the work of the principal's secretary, the teaching staff, the janitor force, and the bus drivers?

12. Does the Principal have the duty and privilege of appearing before the board to render verbal or written reports covering various problems of administration such as changes in educational policy and recommendation of staff appointments?

13. Does the Principal exercise the power of making emergency purchases by use of a petty-cash fund without authorization pending audit of payments by the board and approval to refund the petty-cash fund?

14. Is the right to exercise the power of purchase, obligating the school district, denied classroom teachers, the janitor staff, the bus drivers and standing committees of the board?

15. Has the board delegated to the Principal the power to purchase office and instructional supplies up to the total amounts provided in the operating-budget appropriations allocating funds for these school expenses?

16. Have the general duties and powers assigned and delegated to the Principal been reduced to a written code or set of rules establishing the relationship of the Principal to the board of education for the purpose of securing good understanding and to preserve authority?

BUSINESS PROCEDURES OF PRINCIPAL

For each standard that has been complied with under Questions 17 to 35 allow One Point.

17. Does the Principal's office keep permanent and continuous census records?

18. Have trends in school population been analyzed?

19. Does the Principal's office have a complete file of permanent scholastic record cards (preferably visible permanent record files)?

20. Does the Principal's office have a complete file for guidance activities, individual case study, and reports of health clinics?

21. Does the Principal's office have a complete file of health record cards (preferably visible records coordinated with permanent record cards)?

22. Are these permanent files kept in a school vault or safe in order to provide protection from fire hazard?

23. Does the Principal have other adequate files to carry on general administrative work including attendance records and reports?

24. Does the principal's office prepare cost estimates and recommend needed school equipment and recommended purchases?

25. Does the principal's office prepare requisitions for all purchases not made from petty cash?

26. Does the principal's office have charge of preliminary audit of bills and check up to determine if quantity and quality of goods delivered and services rendered are satisfactory?

27. Does the Principal's office, where the district owns and operates school busses, aid in the breakdown and audit of fuel and repair bills so that cost of operation may be determined for each district-owned bus?

28. Does the Principal's office jacket the bills and help allocate or distribute the claim on the jacket?

29. Does the principal's office prepare a monthly payroll form covering salary payments to all members of the staff?

30. Is the payroll so set up by group totals, that the total payments may be transferred to the Distribution Ledger and the salary deductions may be accumulated on the payrolls and not entered in the ledger until the end of the school year?

31. Does the principal's office prepare the preliminary draft of the school budget on the worksheets furnished by the State Education Department?

32. Does the principal advise with the board of education on preparation of the final budget?

33. Does the principal submit a detailed statement to the board for the purpose of securing an audit of the payments made from the petty cash fund, for the purpose of the entry and distribution of the bills in the ledger and for the purpose of securing a refund to the petty-cash-fund account?

34. Does the principal's office have a complete system for the internal school accounts organized with the principal's secretary or some delegated employee as treasurer or disbursing agent for the individual student treasurer?

35. Does the principal prepare a school calendar including holidays and paydays for the adoption of the board?

BUSINESS PROCEDURES OF CLERK

For each standard that has been complied with under Questions 36 to 57 allow One Point.

36. Does the clerk's Minute Book constitute a complete record of the business transacted on behalf of the district by the board of education?

37. Does the clerk prepare a budget, financial, or work calendar listing specific duties and tasks to be performed by the district officers during the various months of the school year?

38. Do the principal and the president of the board of education prepare an agenda or docket of business to come before the board and have the clerk mail a copy to each board member with the notice of call of the meeting?

39. Does the clerk prepare a list of the bills to be acted upon and furnish a copy for the use of each board member?

40. Does the clerk audit bills before they are presented to the board for approval?

41. Does the clerk staple the bills to be presented at the board meeting in the jackets and verify the allocation and distribution of the claim?

42. Does the clerk incorporate the list of bills ordered paid by the board in the minutes of the board?

43. Does the clerk prepare a quarterly budget-control statement listing the expenditures to date and the unexpended budget balances remaining under the various headings in the detailed operating budget?

44. Does the clerk include in the minutes the quarterly budget-control statement when accepted and acted upon by the board?

45. Does the clerk incorporate the monthly report of the treasurer in the minutes of the board?

46. On receipt of the treasurer's monthly reports are the canceled checks also stapled into the jackets for filing with the respective bills or placed in special files in the school safe or vault?

47. When the minutes of the board are typed in a loose-leaf minute book, are the minutes signed by the clerk and countersigned by the president of the board of education?

48. Does the clerk balance the Distribution Ledger at the end of each month and verify the treasurer's report?

49. Does the Distribution Ledger include a properly posted cash-receipts page?

50. Is the clerk's Distribution Ledger a complete check upon the treasurer's cash book for both receipts and expenditures?

51. Do the column headings in the Distribution Ledger fit all the headings of the Annual Financial Report?

52. Are the separate budget appropriations entered in the ledger either at the column headings or on a separate balance sheet?

53. During a building program are separate forms for recording receipts and payments from the bond-money building-fund account set up in the Distribution Ledger?

54. Are entries in the Voucher Register pages in the Ledger made at the time orders are drawn on the Treasurer?

55. Does the clerk keep an insurance record?

56. Does the clerk keep a bond account register?

57. At the end of the school year does the clerk prepare the Annual Financial Report to be submitted to the voters of the district during July and forwarded to the State Education Department?

PROCEDURES OF THE TAX COLLECTOR

For each standard that has been complied with under Questions 58 to 68 allow One Point.

58. Has a fidelity bond been accepted by the board of education for the purpose of qualifying the collector to hold office and receive the Tax Warrant? (Preferably the district should purchase a fidelity bond from a bonding company at district expense.)

59. Is the collector's Tax Warrant properly drawn and extended in accordance with the total authorized tax levy?

60. Does the collector within five days after receipt of the Tax Warrant prepare and deliver to the County Treasurer a statement of the tax assessments appearing in the roll against all public utility and railroads in the school district?

61. Has the collector posted notices in the district stating the date on which he will receive school taxes?

62. Are notices of tax rates and individual tax assessments mailed to each taxpayer in the district for the purpose of informing the taxpayers and securing speedier collections? (This form may serve, when signed and dated, as a tax receipt.)

63. Does the collector issue signed printed tax receipts to taxpayers and keep a carbon copy on file?

64. Does the collector promptly deposit tax collections to the credit of the district in the bank depository designated by the board?

65. Does the collector secure duplicate deposit slips as receipts for deposits at the bank and forward the duplicate deposit slips to the treasurer for the purpose of informing the treasurer of funds deposited to the credit of the district?

66. Does the collector file a report of collections with the board of education?

67. Are proper certificates of the amount of the uncollected taxes prepared by the collector for the use of the board in filing the district claim with the County Treasurer?

68. Has the collector filed the Tax Warrant with the Town Clerk after the collections and Return Tax Claims have been audited by the Board?

PROCEDURES OF THE TREASURER

For each standard that has been complied with under Questions 69 to 82 allow One Point.

69. Has a fidelity bond been accepted by the board of education for the purpose of qualifying the treasurer to hold office and receive district funds? (Preferably the district should purchase a fidelity bond from a bonding company at district expense.)

70. Has an additional bond been furnished during a building program to cover the faithful performance of the treasurer when handling the Bond-Money Building Funds?

71. Is the Treasurer's bond of sufficient amount to protect the district as far as the faithful performance of duties is concerned, taking into account the maximum amount of money the treasurer may have on hand at any one time and the safeguards set up such as a triple signature check form?

72. Has the treasurer promptly deposited all district funds coming into his hands in the bank depository designated by the board?

73. Are payments made by the treasurer only on receipt of warrant orders signed by the clerk and countersigned by the President of the Board?

74. Are all warrant checks and printed check forms used by the district signed by the treasurer before becoming legal tender?

75. Are all payments made by checks drawn on the designated bank depository?

76. Does the treasurer verify both the credit side and debit side of the monthly bank statements?

77. Are the bank statements set up as part of the treasurer's records and kept on file in a folder?

78. Does the treasurer balance his Cash Book each month against his monthly bank statement?

79. Does the treasurer file with the board a signed monthly report listing all receipts taken in, the total of all payments made, the cash balance on deposit and the unencumbered balance at the end of the period covered by the report?

80. Is the Bond-Money Building Fund deposited in a separate account from the Current General Fund account?

81. Is the treasurer the custodian of all monies belonging to the district?

82. Has the treasurer the power to stop payment from the bank depository?

PROCEDURES OF THE BOARD OF EDUCATION

For each standard that has been complied with under Questions 83 to 110 allow One Point.

83. Has the board undertaken the preparation of the school budget sufficiently in advance of the date of

the Annual School Meeting to allow time for detailed study of the past three years' financial experience and such factors as changes in census, pupil enrollment, educational offering, personnel staff, stock-supply inventory, necessary repairs, improvements and additions to property?

84. Have unit-cost studies been made of the current expenses in terms of pupil attendance and have significant variations from unit costs in comparable schools been analyzed in the table provided in the budget worksheets furnished by the State Education Department?

85. Has the Board of Education filed a salary schedule with the State Education Department?

86. Has the Board of Education drawn up a definite plan for financing increased educational opportunities for a period of at least three years in advance based on the districts' ability to finance the program?

87. Has the Board of Education approved a detailed operating budget prepared on some such approved form as the budget worksheets furnished by the State Education Department?

88. Has the board secured legal adoption by ballot vote of an appropriation budget based on the operating budget as set up in the budget worksheets furnished by the State Education Department?

89. Has the board of education made available for each voter in the district a printed or mimeographed copy of the proposed detailed operating budget?

90. Has a definite relationship been established in the minds of the voters between services provided and monies appropriated by means of explanations and adequate publicity?

91. Does the board use the budget as an instrument of administrative control by curtailing expenditures in one classification to offset deficits in another budget appropriation by definite resolution of the board?

92. Has a district bank depository been designated by resolution of the board of education?

93. Has the board served a written order on the district officers informing them that all district funds, in accordance with the Education Law, must be deposited in the bank or banks designated?

94. Does the board endeavor to secure interest on deposits of district funds?

95. Does the board authorize the president and the clerk of the board to borrow money on the credit of the district, as the need arises only by definite and separate formal resolutions?

96. Has the board adjusted peak loads and monthly demands on the district treasury to reduce the necessity for borrowing on short term notes to a minimum?

97. Does the board make three classifications of bills to be acted upon; first, contract items such as staff salaries, telephone, power and light; second, petty-cash fund; third, bills for Current Expenses, Debt Service, and Capital Outlay?

98. Are bills paid promptly for the purpose of securing discounts and maintaining the good credit of the district?

99. Does the board authorize all purchases and contracts before debts are incurred except those included in the Principal's petty-cash fund and office and instructional supply appropriations or allotments?

100. Does the board approve all bills before payments are made except those in group two of Question No. 97 in which payments have been authorized by a standing resolution of the board?

101. Are comparative quotations or competitive bids secured and orders placed upon the basis of quality, reliability of firm, and price?

102. Are major repairs awarded on the basis of competitive bids?

103. Has the board set up a definite program of plant maintenance and repair in order to increase the efficiency of the school plant?

104. Is the school plant operated by the janitor staff in such a way as to efficiently serve the educational program of the school?

105. Has proper protection been set up in the form of trained supervision and carefully enforced regulations to safeguard the health, comfort, and safety of pupils while in the building, on the school grounds, or while being transported by the district?

106. Has the board purchased insurance policies that provide reasonable and economical protection from loss by fire and protection from compensation and liability damage suits on the part of students, employees, and the general public?

107. Have the fixed charges for insurance premiums and rates been adjusted and equalized on a long-term basis?

108. Has the board secured an appraisal of district property by a disinterested authority for the purpose of determining depreciation and insurable values?

109. Has the board been furnished with detailed costs of operating each separate bus owned by the district?

110. Is the Annual Financial Statement mimeographed or printed at the end of the school year to afford adequate publicity as required by the Education Law?

AUDIT PROCEDURES

For each standard that has been complied with under Questions 111 to 120 allow Two Points.

Does the board of education provide for an audit or appoint an audit committee to examine and verify the condition of the following records:

(Such a committee may include one or two taxpayers to serve with the board member in this examination and comparison of the account records.)

111. The Collector's Tax Roll and Warrant checked against deposits of tax monies and the amounts received from the County Treasurer checked against the certificate of claim for unpaid taxes?

112. The Treasurer's bank account and bank statements verified against the cash book, including a prepared statement of the accounts receivable and amounts due the district at the end of the school year?

113. The receipts from nonresident tuition and contracting school districts against the amounts billed for tuition?

114. The condition of the short-term-loan statement including the verification of canceled notes and outstanding debts of the district?

115. The totals in the Clerk's Distribution Ledger and the filing of bills with proof of payments in the form of the canceled checks?

116. The Principal's office records consisting of the internal accounts of school and class activity funds?

117. At the end of the school year are the account books of the district closed for a definite period and balanced?

118. Is the Annual Financial Report an exact transfer of the column totals shown in the balanced account books?

119. Does the actual cash balance at the bank, as of June 30, less the outstanding checks, agree with the amount reported on hand in the Annual Financial Report?

120. Is the report of the audit committee entered in the minutes of the Board of Education?

EFFECTIVE MANAGEMENT

For each standard that has been complied with under Questions 121 to 126 allow Five Points.

121. Has the Board of Education lived within the total budget appropriations?

122. Has the Board of Education retired the bonds and notes with interest changes provided for in the budget under Debt Service?

123. Has the Board of Education lived within the total budget appropriation for Capital Outlay?

124. Has the Board of Education carried over as cash balances the working balance estimated in the budget appropriations together with amounts received in excess of anticipated receipts and avoided the unauthorized expenditure of such funds?

125. Has the Board of Education co-ordinated the work of its appointed officers so as to insure an effective internal checkup, between at least two officers, in regard to all receipts and disbursements?

126. Has the board centralized all back records in the school vault or safe and left in the hands of the district officers only the records of the current school year?

Total Credit

RELATIVE COMPETENCY OF OFFICER APPOINTED BY THE BOARD

For each satisfactory trait allow One Point or a total of Six Points for each satisfactory officer.

Are the following officers in the execution of these duties:

	EFFICIENT	PROMPT	COMPETENT	EXPERIENCED	COOPERATIVE	THOROUGH	TOTAL
PRINCIPAL							
CLERK							
TREASURER							
COLLECTOR							
							TOTAL

Total of all points.....
One half total number of points credit or
Final Rating Score.....
Remarks:

Education Moves Ahead in Knoxville

Curtis G. Gentry

The unusual progress of the schools of Knoxville, Tennessee, during the past decade, has been due to four significant events: the adoption of the city manager form of government in 1923, the election of Homer P. Shepard as superintendent in 1925, the coming of Dr. Harry Clark as superintendent in 1931, and the establishment of the headquarters of the Tennessee Valley Authority in 1934.

The first mayor under the city manager form of government was Ben A. Morton, a highly respected and successful business man, who had never taken any active part in politics. The first city manager was Louis Brownlow, an expert in municipal government, who was for a number of years a commissioner of the government of the District of Columbia. Assisted by a non-partisan council of able and public-spirited men the city, under the direction of Mr. Morton and Mr. Brownlow, moved forward rapidly, large sums of money being spent wisely for health, safety, and education—the three essentials of a good municipal government.

Knoxville has a population of about 125,000 and is noted for its varied industries, among which are coal, iron, marble, textiles, hydro-electric power, and agriculture. It has been an educational center for more than a hundred years, the University of Tennessee is located here, and also Knoxville College, the latter endowed by Northern people for the education of Negroes.

The first major improvement in the city's educational system was the creation, in 1924, of the office of business manager of the public schools. Mr. E. L. Adcock, a local business man, who was appointed to this position in that year, has held it continuously from that time until now.

An Elective Board of Education

The new city charter which provided for a city manager form of government, also provided for the election of the members of the board of education by the people. Immediately after the new board was elected, the whole system underwent a gradual change for the better. In 1925, a change was made in the superintendency, when Mr. Shepard, a Northwesterner from Lincoln, Nebraska, was elected. Mr. Shepard held the office for six years, during which time the



DR. H. E. CHRISTENBERRY
President, Board of Education,
Knoxville, Tennessee.



DR. HARRY CLARK
Superintendent of Schools,
Knoxville, Tennessee.

whole school system was reorganized. It had been unusual to go outside of the state to get a superintendent but the people, stirred by the new spirit engendered by an unusually good city government, proud of their municipality, wanted better schools. Mr. Shepard, from a new section of the country, brought new ideas.

Mr. Shepard's work was featured by (1) a school survey by nationally known experts, which resulted in a successful school-bond issue of two and a quarter million dollars, and (2) the introduction of new departments and teachers, a large number of the new instructors coming from the North and the East.

Under the bond issue, a number of new school buildings were erected in 1927, including two new junior high schools, and the purchase of an administration building. In the same year, a new grade was added, making twelve in all. The six-three-three plan was adopted, with the junior high schools comprising the seventh, eighth, and ninth grades.

Advent of Superintendent Clark

When Dr. Clark was elected superintendent of schools in 1931, after six years of gradual change for the better, a situation existed which demanded a native Tennessean to carry on the work which had started so auspiciously. Except for a few years before his election as head of the schools, Dr. Clark had done all of his educational work in the state. For nine years he was professor of education at the University of Tennessee, where he established an enviable

reputation as a progressive schoolman, a capable speaker, and an energetic civic leader.

He has led the Knoxville schools forward steadily, reorganizing old departments, and introducing new ones, and is now promoting an extensive building program, calling for a junior-senior high school to be built by the city but operated by the State University, two junior high schools, a vocational high school, a Negro trade school, and additions to nine school buildings. Dr. Clark has steered the schools through the depression unimpaired, except for a slight reduction in teachers' salaries. This year, however, the salaries have been raised, and the system of gradual increases is expected to be resumed. He has been able to raise the standard of qualifications for teachers. Two thirds of the entire force have college degrees and about one third of this number have master's degrees. There are about 650 teachers in the system.

The superintendent has been ably supported in his work by a board of faithful, forward-looking men and women. Outstanding among them is the present president, Dr. H. E. Christenberry, eye, ear, and nose specialist, who is serving his second four-year term. His unselfish devotion to the schools and his progressive spirit have received the applause of an appreciative public. The new Christenberry Junior High School, modern in every respect, has been named for him.

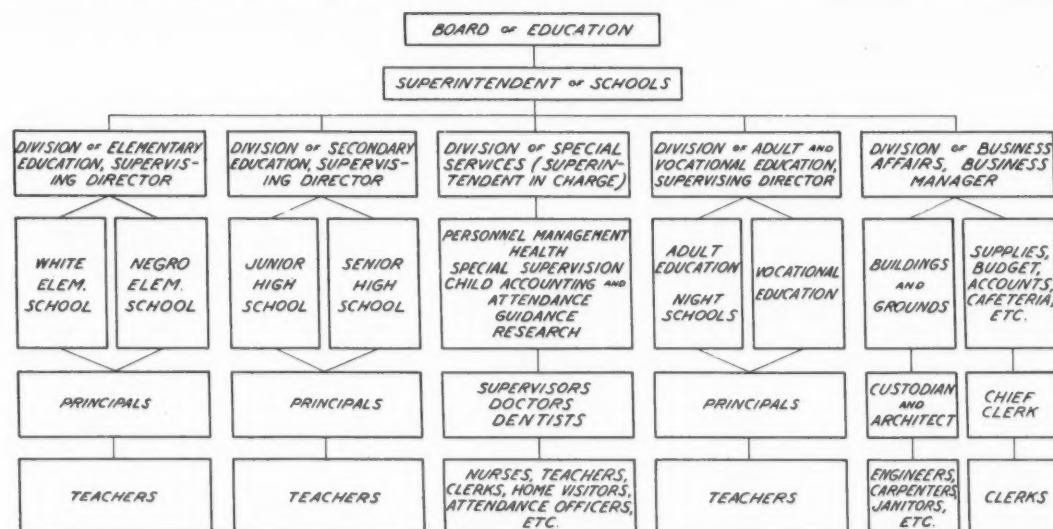
On these pages is a diagram of the Knoxville schools, as reorganized and perfected by Dr. Clark. Some of the prominent features of this well-organized system deserve special attention.

The office of business manager of the schools appears now to local patrons as being indispensable, so ably has the work been conducted by Business Manager Adcock. Fourteen new buildings have been constructed since he became manager, and about the same number have been remodeled. A well-considered plan of purchasing, storing and distributing equipment and supplies is operated under his direction.

Mr. Adcock's policy is to have bids where possible for all work. The amount of money spent for jobs which are not under bid constitutes only a very small part of the total expenditures. A real effort is made to have all specifications for work and equipment done as clearly as possible to avoid misunderstandings and to be fair to all bidders.

Problems of the Business Manager

When asked what the greatest problem a business manager faces Mr. Adcock replied,



THE ADMINISTRATIVE AND SUPERVISORY SET-UP OF THE KNOXVILLE SCHOOLS



THE ADMINISTRATION BUILDING OF THE KNOXVILLE SCHOOLS IS CENTRALLY LOCATED, COMFORTABLE, AND AN EFFICIENT INSTRUMENT FOR THE MANAGEMENT OF THE SCHOOL SYSTEM

"My greatest problem as business manager has been to distribute an inadequate budget over the entire system so as to avoid the crippling of any particular activity. The next greatest problem is the painting of the buildings, both inside and out. In their zeal to get the jobs, painters bid very low, and too low, often, to pay out, and as a consequence, they try to 'skin through' the job in order to break even, doing the work poorly. Floor maintenance has also taken a great deal of time and thought."

Among the new departments which have been introduced in the Knoxville system during the past decade are supervision of elementary education, health education, adult and vocational training, co-operative library administration and supervision, cafeteria management, child accounting, trade education, art education, emergency nursery schools, physical education, and vocational guidance.

Other added features during this period are platoon schools, expansion of the home-economics department in each school, introduction of a cumulative record system, introduction of medical supervision with a regular staff of school physicians, dentists, and nurses for both white and colored races, opportunity part-time school for adults, and also one for girls over fourteen years of age, the Stair Vocational High School, named for a member of the school

board, a credit union for teachers, a pension system for all school employees, and a general parent-teacher council that is very active and influential.

The administration of the whole school system has been made much more efficient through the work of a capable corps of supervisors for the various departments. Dr. Clark has made a special effort to secure the best supervisors available and then allow them the liberty necessary for broad planning and execution of the work. Each supervisor, however, is required to give an account of the time spent in the various schools and to submit annual reports. Supervisors are allowed to determine for themselves how much time they shall spend on each particular phase of the work. All supervisors and directors have central offices, most of them being located in the administration building.

Specific Objectives of Supervisors

An impressive feature of the whole school system is the program of specific objectives of the supervisors and directors. Due to leadership of one kind or another and to the stimulating influence of the present superintendent of schools, Dr. Clark, each supervisor and director seems to be headed in some definite, worth-while

direction. Proof of this is seen in the unique developments of a number of the special departments.

The elementary supervisor, for instance, has developed summer project work among the pupils to the point where the carrying over of training from the schools to the home and community really amounts to something more than play and the trivial. Each fall a school fair is held in each school where the summer project and other good work is on display.

The organization of a safety patrol by the health department, with a consequent reduction in street accidents, the development of night schools by the supervisor of adult and vocational training until this phase of the work consumes about one tenth of the school budget, the development of emergency nursery schools in the poorer communities, the growing appreciation of music as proved by periodic music appreciation tests under the direction of the well-known supervisor, Miss Clara McCauley, and the transformation of the art department from old ideas of "drawing" to modern art education are illustrative of the progressive trend of things educationally in Knoxville.

This year three new departments were created: trade education, child personnel, and vocational guidance—all adequately staffed and broadly planned.

Tennessee Valley Authority

The influence of the TVA on education in the city has been considerable. The highly trained staff of experts in each of the various departments of this mammoth organization naturally has added to the cultural atmosphere of the community. The whole project carries bigness and efficiency, with the headquarters comprising one large building in the center of the city. Knoxville is the "capital" of the Tennessee Valley Authority. From here radiate the TVA's influence for hundreds of miles.

Two new trade schools are planned, one for boys and one for girls. Thorough courses in electricity, commensurate with this coming electrical center of America, are planned. The fact that the TVA has had to import so many skilled workers into East Tennessee, has led local leaders to realize that Knoxville must supply the needs of its own community educationally.

The influence of the TVA is seen again in the increase of the population of the city. A school-bond issue is necessary to raise funds for the construction of new buildings, to take care of the overcrowded situation. Two new buildings have been added this year and more are planned for the immediate future. An official check has

(Concluded on Page 68)



TYPICAL PROJECTS OF THE KNOXVILLE SCHOOLS

At left: A toy-lending room designed, constructed, and equipped in the library of the Rule Junior High School for the young children of the neighborhood. Right: A community project correlating the language and arithmetical work of a first-grade school in the Van Gilder School.

School-Board Members *Who are Making*

HUGH M. LYNCH

President, Board of Education, Chillicothe, Ohio

Mr. Hugh M. Lynch, a member of the board of education of Chillicothe, Ohio, since January 17, 1929, was appointed to fill a vacancy caused by the resignation of Mr. S. M. Veail. Mr. Lynch served out this unexpired term and was elected in November, 1929, receiving the largest number of votes of any of the five candidates. He was re-elected in November, 1933, and in January, 1934, became vice-president of the board. He served in this capacity until March, 1935, when he was elected president of the board, succeeding Mr. Herrstein, who resigned.

Mr. Lynch became a member of the board at the time that the matter of the selection of a site for the new high school was under discussion. He participated in the deliberations which led up to the selection and purchase of eighteen acres in the western part of the city. He was active in the development of plans and the construction of



MR. HUGH M. LYNCH
President, Board of Education,
Chillicothe, Ohio.

a \$400,000 high school upon this site, and the rehabilitation of the old high school for use as a junior high school.

Mr. Lynch has served through a most crucial and important period in school finances. Under his leadership the board of education has operated on a balanced budget, has paid bonds and interest as due, and has maintained a high standard in the operation of the schools.

DR. J. T. HUTCHINSON

President, Board of Education, Lubbock, Texas

When Dr. Hutchinson located at Lubbock some 26 years ago, he was still a young man, and the town, located on the high plains of northwest Texas, was quite small. There was no railroad, and the one small school building he found there was burned within the month of his arrival.

He became a member of the school board 22 years ago and has been chairman of the board for the past 20 years. This past April he was re-elected for another three-year term as a school-board member, at the close of which term he will have served 25 years on the board.

He has seen the system grow from one building to thirteen. The senior-high-school building is considered to be the most modern plant in west Texas. During this past summer, the board adopted a new single-salary schedule, with raises in salaries of teachers of 10 per cent for this school year. The board has authorized construction of a new Negro high school, additions to other buildings, and repairwork, to the amount of \$75,000 under



DR. J. T. HUTCHINSON
President, Board of Education,
Lubbock, Texas.

the PWA and WPA program. The school system is co-operating with the state department in its curriculum-revision program, and district headquarters for such work has been established at Lubbock.

Dr. Hutchinson commands the confidence of the community because of his high character and ability and his splendid conception of the public school as a factor in rearing the youth for useful and honorable citizenship.

DR. ERWIN J. CUMMINS

President, Board of Education, El Paso, Texas

Dr. Erwin J. Cummins was born in Putney, South Dakota, where he received his early education in the public schools. Later he attended Northwestern Medical School in Chicago, Ill., and received his doctorate in surgery. He came to El Paso in 1914 as a practicing physician and surgeon. During the World War, he spent one and one-half years in France as regimental surgeon in the 161st Coast Artillery.

He is untiring in his effort to improve conditions in the El Paso schools, so far as is possible in these times of strict economy, and he devotes



DR. E. J. CUMMINS
President, Board of Education,
El Paso, Texas.

much time that is valuable in his profession to working out school problems in such a manner as will make for better schools in the future as well as for the present. Being an enthusiast about sports, he attends all school football and basketball games.

In short, he is well balanced, public-spirited, educated to all phases of good American citizenship, and possesses all the attributes that make for a good school-board member.

Dr. Cummins is married and has four children attending the public schools in El Paso. No doubt this interest in schools, in addition to his influence in this community, made him desirable as a board member, which position he has filled since the spring of 1933, being appointed president in April, 1935.

MRS. G. M. GLINES

Member, Board of Education, Portland, Oregon

In the twelve years that Mrs. G. M. Glines has served on the Portland board of education, either



MRS. G. M. GLINES
Member, Board of Education,
Portland, Oregon.

as member or chairman, the local school system has seen many major improvements. In all of them, Mrs. Glines played an active and important part.

During the time of her service on the board, she has seen a complete school system change from wooden fire traps to ultra-modern fireproof buildings. This was done under the guidance of the Federal Bureau of Education and financed by a financial program reaching into the millions. She has seen the transformation of the traditional elementary schools into the platoon organization. She has fought valiantly for the establishment of kindergartens, so that the number grew from four to 37. She has been a staunch supporter of every forward-looking movement in education, department of research, visiting teachers, care of handicapped children, teacher tenure, women executives, and others.

Mrs. Glines was born in the State of Vermont and received her early education there, graduating second in her class from the St. Johnsbury Academy and later from the Johnson Normal School. After a short experience in teaching, she married a railroad man whose duties took the young family through the Middle West to Tacoma and Walla Walla in the State of Washington, then to Pendleton, Oregon, and finally to Portland.

Here Mrs. Glines speedily identified herself with various organizations working toward improvement of local conditions. She has maintained this interest during her numerous terms on the school board and today ranks as one of the most influential women in the state.

Educational History in American Cities

MRS. LOTTA BRADBURN SCHICK Chairman, Subcommittee on School Buildings, Brookline, Mass.

A woman as chairman of a school-department building committee may seem a trifle unusual, but Mrs. Lotta Bradburn Schick, of Brookline, Massachusetts, is an unusual woman. Elected to the school committee in 1929, she became the first woman chairman of the committee named. Since then she has faithfully inquired into every aspect of public education in Brookline with a thoroughness and unswerving intensity of purpose.

One of the unique contributions which Mrs. Schick has made comes from her insistence upon the importance of beauty in school buildings as essential to the education of the child. To Mrs. Schick's mind, an ugly exterior or a drab interior are as detrimental to a child's education as are soiled textbooks or slovenly teachers.

In an elementary-school cafeteria completed a year ago, Mrs. Schick has caused gay colors to be introduced everywhere. The tops of the tables and benches are Chinese red, with the bases in



MRS. LOTTA BRADBURN SCHICK
Chairman, Subcommittee on School Buildings,
Brookline, Massachusetts.

natural maple. Even the floor covering and the color of the walls have been thoughtfully planned, the floor being beautified with asphalt tiles in alternate squares of ivory marble and antique green marble, and a mixture of regal blue, and black border, and the walls being of buff brick. The dishes, which are of adobe ware and trimmed with modernistic pattern in Chinese red, are very attractive, and were made to harmonize with surroundings.

Mrs. Schick's most recent undertaking is in creating beauty in a high-school library recently constructed out of an assembly hall no longer needed for that purpose. Here will be found a floor covered with inlaid linoleum in a variety of colors with tones of tan and brown predominating, and furniture of early English antique design in oak, the chairs and sofas being upholstered in red, soft tan, and green leather, with relief here and there in the form of cloth covers. The cost is no more than is spent for conventional decoration; and to make the school "a happy place to live," as Mrs. Schick calls it, is a most worthy aim of education.

— ERNEST R. CAVERLY, *Superintendent of Schools.*

MR. H. G. ROSENOW Member, Board of Education, Fond du Lac, Wisconsin

Mr. H. G. Rosenow has been a member of the Fond du Lac board of education for a period of fourteen years. His long service has been distinguished by a constructive attitude on all professional problems, but his outstanding contribution has been through his interest in buildings and grounds. His training and experience in the mechanical and building trades has made him a valuable asset to the schools and the taxpayers.



MR. H. G. ROSENOW
Member, Board of Education,
Fond du Lac, Wisconsin.

Coming on the board at a time when old buildings were in run-down condition and a new building program was under way, his knowledge and efforts are largely responsible for the present high standard of maintenance and construction.

Mr. Rosenow believes in the ideals of the American public school—equality of opportunity to all the children of all the people. He places honesty and loyalty to the whole community above selfish interests or personal advantage.

The public in successive elections has expressed its confidence in him. He represents a type of citizen upon whom rests the stability of public service.

MR. EDWARD LEE CAWOOD President, Board of Education, Harlan, Kentucky

As the youngest member, Mr. Cawood has an active and useful record behind him. He started his career as a schoolmaster. Today he holds an important position with a local banking institution.

He was born March 23, 1906, at Cawood, Kentucky, and came to Harlan to attend school. Later he attended the Wesleyan University, Harvard University, and the Ohio State University, receiv-



MR. EDWARD L. CAWOOD
President, Board of Education,
Harlan, Kentucky.

ing degrees in the two last named institutions. He also studied abroad. Music is his hobby.

A local publication recently said: "Mr. Cawood is an eloquent speaker, an ardent advocate of progressive education. He is public-spirited, participates in every community affair. He is interested in the civic, educational, and religious growth of the town as well as the school and with his aid, the Harlan city schools must be on their way to success."

MR. MERLE SIDENER President, Board of School Commissioners, Indianapolis, Indiana

Merle Sidener, president of the Indianapolis Board of School Commissioners, has been a member of that board since July, 1930. Superintendents will remember him as the speaker who delivered such a vigorous address at the Cleveland convention in 1934 on "Interpreting the Schools to the Public."

Mr. Sidener has unusual qualifications because of his keen interest in education and his wide business and professional experience.



MR. MERLE SIDENER
President, Indianapolis Board of
School Commissioners.

Upon graduation from Butler University Mr. Sidener became a newspaperman. Following the usual apprenticeship of a cub reporter and service on several Indianapolis daily newspapers, he was made the city editor of the *Indianapolis Star*. After several years with the *Star* he left newspaper work and with two friends organized the national advertising agency of Sidener, Van Riper & Keeling, Inc., of which he is president. His standing with his own group is shown by the fact that he is a member of the executive board of the American Association of Advertising Agencies.

During these busy years Mr. Sidener has always found time to serve his fellow man. For more than twenty years he has been the leader of and speaker before a class of men at the Third Christian Church of Indianapolis, which each Sunday has an attendance of from eight hundred to a thousand.

It was only natural, therefore, when the Citizens' School Committee, in 1929, was selecting candidates for a nonpartisan school board that he was selected, and it was quite in keeping with his attitude toward life that, in spite of heavy duties, both in his business and in his church, he accepted this additional civic assignment.

When Mr. Sidener became president of the board he presented, and the commissioners unanimously adopted, a ten-point program for the guidance of the schools during 1935. He has seen to it that all of these ten objectives have been realized in whole or in part.

His interest in budgets, as is to be expected, is secondary to his interest in the welfare of the children in the schools and the teachers in the classrooms. No school problem is ever presented to him which does not have a ready hearing, particularly if it concerns the welfare of the pupils or the teachers.

Public-School Building Modernization Combining Construction with Instruction¹

B. B. Duemke²

I do not know how many city school districts are in the habit of doing building modernization work while school is in session. The preponderance of evidence coming under our observation leads to the conclusion that there exists grave doubt as to the possibility of conducting classwork while walls are being wrecked, plaster, slate, stairways, and floors repaired, and ceilings replaced, accompanied by the distracting presence of workmen and the noise made by hammering, rip saws in full operation, and the like.

As a foreword, I think it is well to say "thanks" to the Minneapolis educational and business departments for foreseeing the worth and necessity of standardization, not only of courses of study, schoolroom sizes, equipment, etc., but also of the construction and physical features of the school buildings.

In former years, all major operations on the physical plant were crowded into the summer-vacation period. This caused peak labor loads at a period of the year when competent labor was scarce, created hurry and confusion, and tended to result in inefficiency. This was the practice because it was the belief that building operations, repairs, and remodeling work could not be done while schools are in session, the thought being that the unusual disturbances caused by the workmen in the peaceful atmosphere of the schools would be a serious annoyance to teachers and pupils, and that it would conflict with the educational work.

After an experience of ten years, during which almost every conceivable type of building maintenance, alteration, repair, and remodeling work has been performed in the school buildings, while the schools have been in session, it can be said without the slightest question of doubt that this procedure can be carried out successfully, and that in practically every instance principals and teachers co-operate even to the extent of using for instructional purposes various phases of the construction work being done.

Only once during the ten years has the writer had an unpleasant experience, and this concerned the placing of standard room equipment. The teacher's concluding remark was: "All right, you autocrats, put the things wherever you want to. That's just what is always done." But even in this case, after the blackboard slate had been reset, the book-storage closets standardized, the bulletin boards placed, and the other equipment changed to conform with standardized rooms that had been modernized, in the other buildings throughout the system, this teacher's attitude of resentment was changed to gratefulness. She realized that improved room conditions are a real factor in lightening instructional routine.

The preliminary procedure when extensive repairing or alteration work is to begin is to find space in some portion of the building for temporary classroom purposes. In buildings where there are one or more vacant rooms, it is comparatively easy to shift the classes to these rooms while disturbances in the regular rooms are under way; but when there are no vacant rooms, the question of finding space into which to move the classes often becomes

a difficult one to solve. But we have never failed to prove the truth of the adage: Where there is a will there is a way.

In some instances, gymnasiums can be divided with temporary partitions, portable slate blackboards can be provided, and pupils' desks can be mounted in series on 1 by 3 in. slats to permit moving them about. These essentials will provide the necessary student equipment for classroom activities. In some of the older buildings which have wide corridors, a portion of the corridor space can be similarly arranged. Other vacant spaces, such as store-rooms and teachers' restrooms, have proved to be satisfactory for temporary classrooms.

The number of regular classrooms that can be vacated at any one time usually determines the number of workmen who can be employed advantageously on a remodeling job or a large repair project. It is unnecessary to state that only highly specialized workmen of exceptional moral standards and good mental and physical abilities are needed when combining construction with instruction. It is essential to have also the co-operation of the janitor-engineer personnel for the storing of building materials, equipment, lumber racks, etc., in places where the least possible obstruction will be caused.

In many instances when equipment such as power-driven hammers, drills, or saws are used, operations can be limited to times when excessive noise will least interfere with the instructional work. When office alterations are made, especially such as involve the installation of such equipment as telephones, electric-light extensions, and ventilation, the principal may have to vacate the office for a few days. A storage room or the end of a corridor provides very desirable temporary quarters.

When making repairs throughout an occupied building, or in only limited portions of it, the work is planned on a unit basis; that is, if only one classroom is available at a time, only a small crew of workmen is used. Classes are moved out of and back into their home-rooms as the work progresses. If two or more rooms are available, the crews of workmen are increased. But regardless of the number of rooms in work, the area of disturbance is confined to these rooms. This is an important part of the supervisor's administrative plan for the conduct of the work.

In the rehabilitation of a school building, operations such as the replacement of decayed sash and window sills, small plaster patches on the walls, the installation of wires for visual-instruction machines, and the like, that do not encroach upon the seating area of a classroom, and that are not of a hazardous or disturbing nature, are often performed without removing the classes from the rooms. When the work is more extensive, such as repairing the ceiling plaster, or covering the old plaster with insulation board, replacing old blackboard with large pieces of slate, installing new wood trim, making extensive floor repairs, installing wardrobe poles, and hooks in coatrooms, remodeling cabinets and book-storage rooms, and the like, the pupils must be transferred to other quarters.

The standardization of classroom fittings and of the modernization operations permits of the prompt delivery of materials and of the timely employment of craftsmen. Thus, the time required to remodel a room is reduced. In practice, it is seldom necessary to make a

room unavailable for instruction more than three days.

In classifying rehabilitation work according to the type of work and the quantity of materials involved, carpentry, including mill and cabinet work, ranks first. Plastering, masonry, composition-material work, cement work, the setting of slate blackboards, and structural and ornamental ironwork follow in the order stated, depending upon the extent of reconditioning involved.

Many of the Minneapolis school buildings have been in service long periods of time—often more than 45 years. The reconditioning of these old buildings must take into account the permanence of the building and of the new work; it must bring the structure up to the ordinance requirements for sanitation, fire safety, etc., and it must involve the standardization of rooms and of their fittings to meet present instructional needs. The two first considerations may readily determine the advisability or inadvisability of reconditioning a building. Then follows a careful study of the type of construction, structural materials used, window areas, ceiling heights, and room spaces, all of which are of major importance, as these determine the extent of the work to be done, and furnish an excellent basis for the cost estimates.

It may be of interest to cite one or two instances to show the cost items involved in modernizing a school building. It is not practical to assume that such cost estimates can be made with any degree of exactness.

Let us take the standardization of slate blackboards: It has been found that in the older buildings, the slate is usually 36 in. high, and is placed anywhere from 2 ft. 8 in. to 3 ft. 2 in. above the floor level. In many buildings the trim is obsolete or impractical.

Assuming that the room is of average size, and replacements are being made with 48-in. high slate in the front of the room, and 42-in. high slate for the remainder of the room. The total area will approximate 175 square feet and the cost may be figured as follows:

Carpentry labor at \$1 per hour for removal of old slate and installation of trim, including materials, at 80 cents per lineal foot	\$ 40
175 square feet of slate, including labor, at 60 cents per square foot	\$105
Total cost	\$145

To remove old plaster from a schoolroom and to replace it with new, is an extremely dirty process. The old, dry plaster creates an enormous amount of fine dust, which permeates every part of the building, and creates a big clean-up job for the janitors. This dust destroys the finish on the woodwork with which it comes in contact. If it gets into the bearings and working parts of mechanical equipment, it causes damage. And another difficult cleaning job is created when new, wet plaster is splashed over large areas of floors.

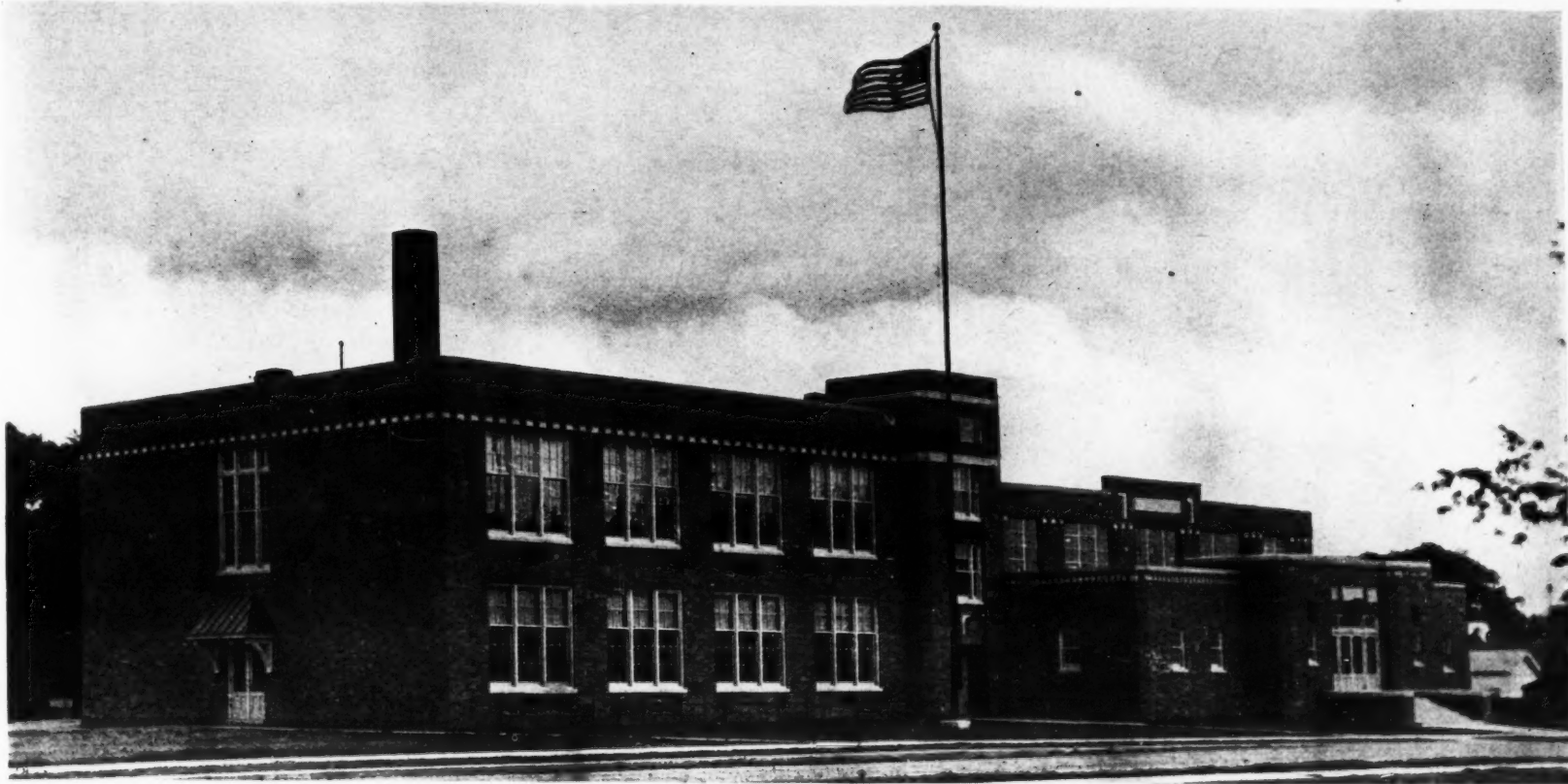
Usually the plaster on the ceilings in semi-wood and brick or stone-constructed buildings deteriorates faster than it does on the walls. Also, where such construction has been used, the replacement of small plaster areas is less effective, and more difficult to make. For this reason, precautionary measures should be taken for substantially treating the ceilings before any painting is done.

All of this trouble can be eliminated easily and conveniently by applying insulation board directly over the defective plaster. The insulation board also possesses valuable and desirable insulating and acoustical properties, especially

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¹A paper read before the National Association of Public-School Business Officials, at Minneapolis, Minn., October 17-18, 1935.

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GENERAL EXTERIOR VIEW, HIGH-SCHOOL BUILDING, PINE ISLAND, MINNESOTA
Stebbins, Haxby & Bissell, Architects, Minneapolis, Minnesota.
Ekman, Holm & Co., Engineers, Minneapolis, Minnesota.

The High-School Building at Pine Island, Minnesota

The new high-school building at Pine Island, Minnesota, is an excellent illustration of the truth of the frequently repeated postulates that a school building must be planned to meet the particular educational program which it serves, that it must be arranged and equipped for a broad plan of community social service, and that it must, in addition, be fitted specifically to the site which it occupies.

The Pine Island high-school building serves an economically and socially stable village and a wide-flung farm community with a rather complete secondary- and elementary-school program. The building is on the same site with a four-room grade-school building which has been remodeled and modernized. The latter now contains three elementary grades and a well-arranged household-arts department, including a room for cooking, and additional rooms for sewing and housekeeping practice.

The school occupies a site, with a frontage of 328 feet and a depth of 271 feet. The building was begun in April, 1934, and was occupied in September of the same year. The classroom wing and the gymnasium have a total length of 147 feet, and the gymnasium section is 90 feet deep.

The basement which is limited largely to the

classroom wing includes a playroom, a lunch-room with a small kitchen adjoining, a boiler room, a coal storage room, and a series of rooms for showers and lockers for boys and girls. The kitchen is arranged with a range, dishwashing equipment, and a worktable, so that it may be used for light lunches served to the children each noon, and for infrequent parent-teachers' dinners. The girls' showers have partitions built up of tile and are so arranged that each shower serves two dressing rooms.

On the first floor there are three standard classrooms, each fitted with built-in wardrobes, unit ventilators, slate blackboards, and cork tackboards. The rooms have plastered walls with wood trim, hard-maple floors, and marble window stools. The principal's office has a fire-proof vault. On the same floor there are boys' and girls' toilets, fitted with tile floors, marble bases, steel toilet partitions, and tile wainscoting. The corridor is fitted with lockers, and has terrazzo floor, terrazzo stairs, and plastered walls and ceilings.

The gymnasium-auditorium has been planned for community use quite as much as for school purposes. It is the only large auditorium in the community and is therefore in wide demand. The flat section of the floor is used for play and

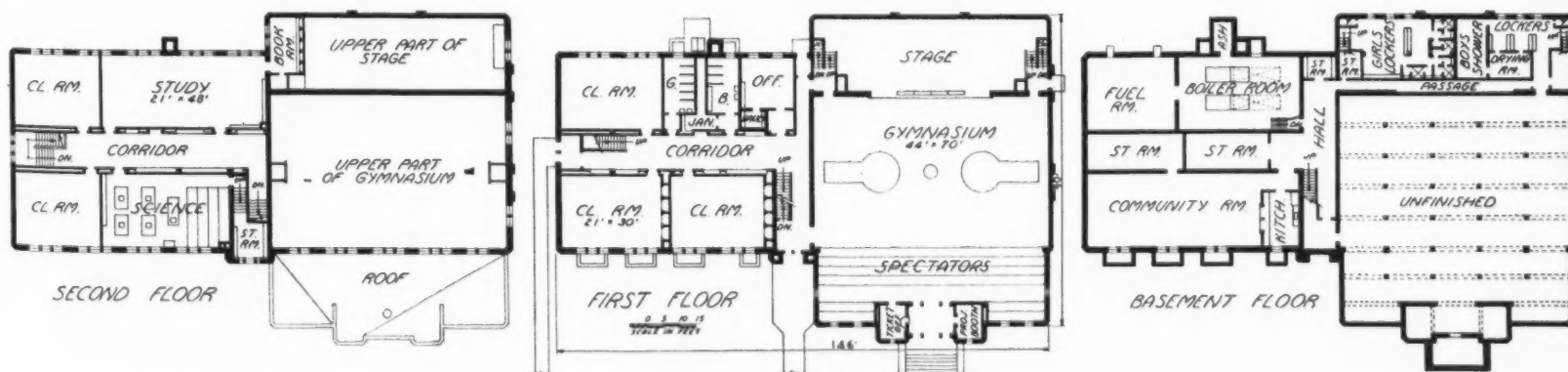
gymnastics and is covered with hard maple; the raised section is limited in use to spectators and has a cement floor. The entire room has a sound-absorbent ceiling and mat-glazed brick walls. The stage has complete lighting equipment, curtains, and scenery for theatricals, etc.

The second floor contains a large study hall, two classrooms, and a combined science laboratory and lecture room. The study hall is fitted for library purposes, and has adjoining it a stack room. The laboratory has a storage and workroom for the teacher.

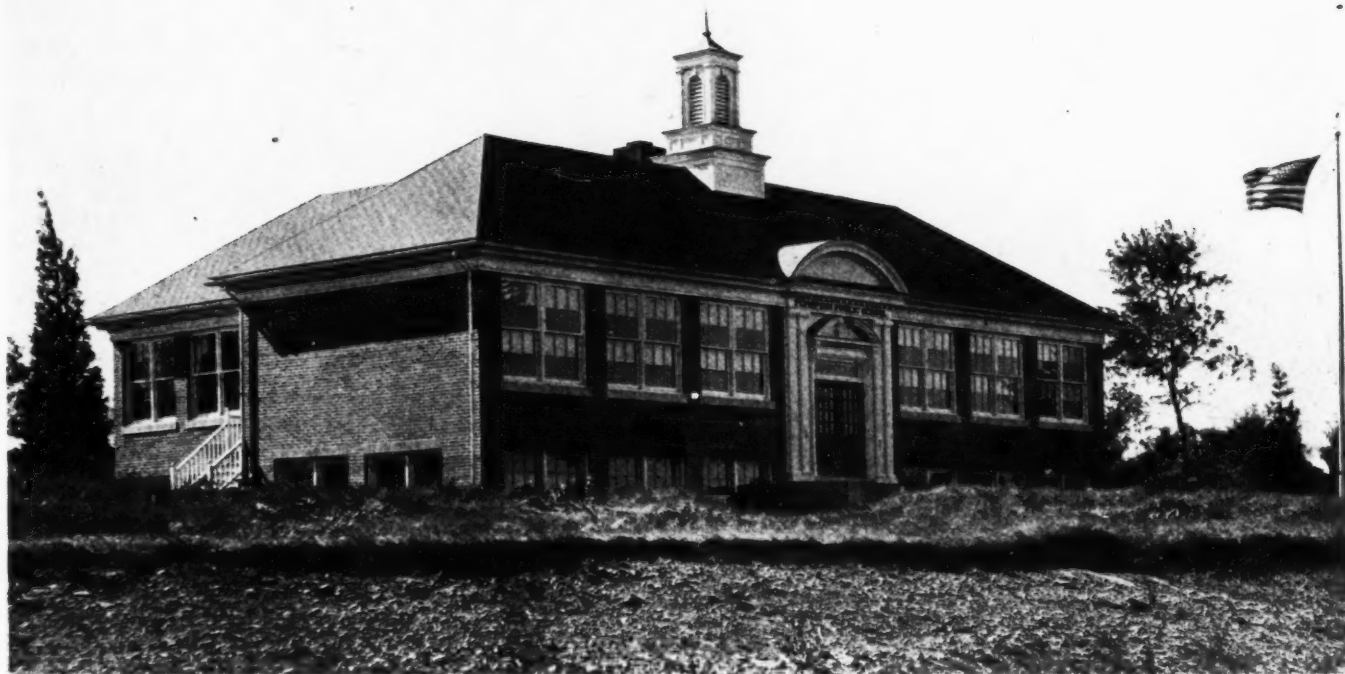
The building is designed in a moderate modernistic style, excellently suited to bring out the beauty of the buff brick and buff Kasota stone used in construction. The interior walls are of load-bearing tile and brick, and the floor construction throughout is reinforced concrete. The roof over the classroom section is reinforced concrete, and the gymnasium roof is steel and reinforced concrete.

The building is heated with vacuum steam and each of the classrooms is fitted with unit ventilators. Unit heaters supplement radiators for warming the gymnasium. The steel boiler is fitted with a stoker, and the entire system has automatic temperature control in each of the

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FLOOR PLANS, HIGH-SCHOOL BUILDING, PINE ISLAND, MINNESOTA
Stebbins, Haxby & Bissell, Architects, Minneapolis, Minnesota.
Ekman, Holm & Co., Engineers, Minneapolis, Minnesota.



GENERAL EXTERIOR VIEW, CENTRAL SCHOOL, PLYMPTON, MASSACHUSETTS
Harry L. Meacham, Architect, Worcester, Massachusetts.

A Central School Building on Cape Cod

Harry L. Meacham, Consulting Architect, Worcester, Mass.

From the little red schoolhouse of our forefathers' time to the modern centralized school building of today, is certainly a big step in the right direction for any small community to take. In New England many rural "towns" have developed finer examples of progressive schoolhousing than have many of their city neighbors. There has been a notable appreciation in truly progressive "towns" of the instructional values of a well-planned, well-constructed, and adequately equipped school building, that accrues to any city or town.

An excellent example of this appreciation as well as a fine community spirit, has been shown by the citizens of the Town of Plympton, Massachusetts, located on historical Cape Cod,

where the Plympton School Building recently completed, provides space for all of the elementary pupils of the town, thus eliminating all of the district school buildings which were formerly in use.

The building, which is of a modified Colonial design, one story and basement in height, is advantageously located not far from the center of the town, on a lot of ample size to provide a proper setting for the building as well as ample play space for the pupils, a baseball field, and tennis courts.

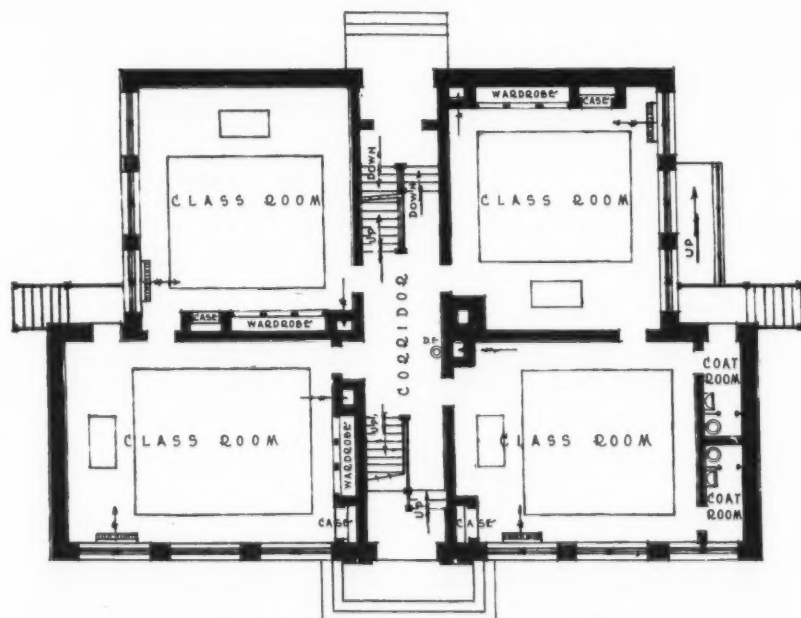
With foundations of concrete, exterior walls of brick backed up with hollow load-bearing tile, main floor and roof of wood-joist construction, and fireproof corridor walls, the building

has a Class B rating in the State of Massachusetts.

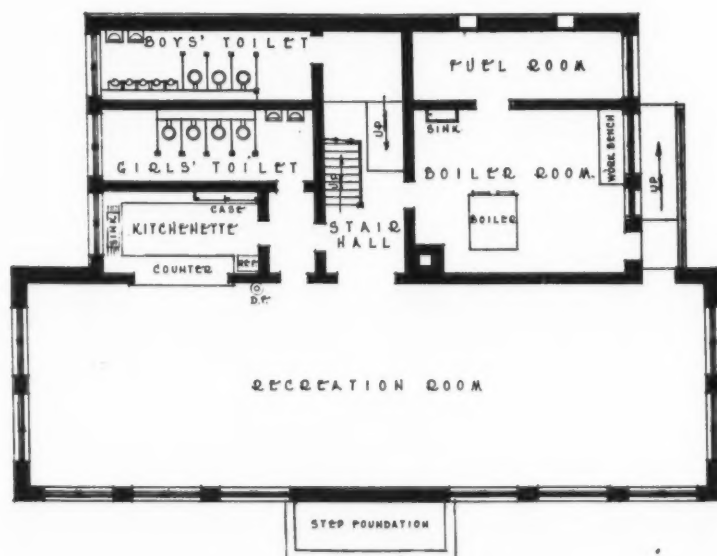
On the first floor are located four standard classrooms. A classroom for the little tots of the first and second grades is provided with separate coatrooms for boys and girls, each coatroom having private toilet facilities, thus segregating these children from the older pupils.

Each classroom is extremely well lighted by means of austral-type windows, has ample blackboard and bulletin-board space, built-in wardrobes, bookcases, and supply closets. The floors are of beech and the ceilings are of acoustic tile. The corridor floors are of asphalt tile.

A teacher's restroom, 8 by 10 feet in size, is located on a mezzanine floor over the rear en-



PLAN OF FIRST FLOOR



PLAN OF BASEMENT

FIRST FLOOR AND BASEMENT PLANS, CENTRAL SCHOOL, PLYMPTON, MASSACHUSETTS
Harry L. Meacham, Architect, Worcester, Massachusetts.



TYPICAL CLASSROOM, CENTRAL SCHOOL, PLYMPTON, MASSACHUSETTS

trance to the building. This room has private toilet facilities.

In the basement are located a recreation room, 24 feet wide and 70 feet in length, for use by the pupils in stormy weather as well as for lunch periods. This room is used as a community center. It has a direct entrance from the outside, thus eliminating the necessity for passing through any other part of the building. Adjoining the recreation room is located a kitchenette of ample size, well equipped with serving counter, case space, sink, range, and refrigerator

for the serving of school lunches. In the basement are located boys' and girls' toilet rooms. These rooms are well separated from each other, and ventilated by means of exhaust fans and ducts.

The boiler room and fuel room are of fire-proof construction, and well separated from the rest of the building by a concrete ceiling, masonry walls, and self-closing fire doors. Heating of the building is by means of a vapor system. Ample ventilation is provided by ventilating units in each classroom.

The electrical system includes the usual program bells, fire-alarm system, and electric clocks, and each classroom is fitted for radio reception.

The cost of general construction amounted to \$16,565; heating and ventilating \$3,660; plumbing \$2,329.97; and electrical work \$549.75. With the cost of the land, architects' fees, and equipment, the project was carried through to completion within the appropriation of \$26,000 which had been voted by the citizens.

The building, the educational program for which was developed under the able supervision of Mr. Charles W. Lawrence, superintendent of schools, stands as a dignified newcomer in the town, and a valuable addition to the community.

The architects and engineers were the Harry L. Meacham Associates, with offices at Worcester, Mass., and Providence, R. I., who have planned a large number of school buildings in the New England states.

Pupil Capacity and Cost	
Pupil stations	130
Cost of construction	\$23,104.72
Architect's fees, land and equipment	2,895.00
Total appropriation by town	26,000.00
Total cost per pupil	200.00

Design and Construction	
Exterior design	Modified Colonial.
Exterior facing	Brick with cast stone.
Interior finish	Colored plaster, slate blackboards, Beech floors, N. C. Pine trim.
Toilet rooms	Brick walls, concrete floors.
Mechanical Equipment	
Heating equipment	Vapor system steam, sectional boiler.
Ventilation	Classroom units and gravity system.
Electrical equipment	Lighting, power, bells, fire alarm, and radio reception.
Plumbing	Modern, with toilets and urinals mechanically ventilated.

The Building	
Dimensions	52 by 71 ft.
Number of classrooms	4
Teachers' restroom	1
Supply room	1
Recreation room	1
Kitchenette	1
Cost per cubic foot	28.7 cents

The *Business* of State School Administration¹

N. E. Viles²

There was a time when the type of educational opportunities offered in one community was of little concern to other communities. That day is past. The mobility of our population has to a great extent eliminated community lines. The lack of adequate educational training today, even in remote communities, may contribute to delinquency and to an increased relief load in the urban centers during the next decade. The state as a whole can progress more rapidly when adequate educational training is provided in every district and community in the state.

Changing social and economic conditions bring to us forcibly the fact that the small school district cannot now furnish the educational facilities needed in each community. Free opportunity for educational growth, paid for by the people as a whole, should be one of the inalienable rights of every citizen. We are beginning to realize that the promotion of educational growth is to a large degree a state, and in some respects even a national, function and obligation. The old system of school support, depending almost entirely on the taxable wealth in each community, has brought such inequalities in tax burdens and in the results obtained, that a number of states have made provisions to finance a part or all of the educational program on a state-wide basis. Local district taxes cannot long continue to be the major source of school support. There is no more justification for asking each school dis-

trict to finance in full its own educational program than there is in asking that each farmer provide modern highways by or near his farm.

As we develop a state system of educational support we may anticipate a change in our financing system and in our control measures. Regardless of theories that have been or may be developed, the administration of the educational program will be controlled to greater extent by the state when more state support is provided. There is some justification for more state control. It would be unwise for the state to pass out large sums of money to the local districts without having some check on the expenditures and on the results obtained. The discussion will be limited here primarily to state support of education and changes in the business administration of education.

Changes in the Program of Financing Education

The development of a state system of education may call for a number of changes in our methods of financing the educational program. Some of these changes seem inevitable even though they may not be approved in districts having a high per capita wealth. The financing program for the support of our educational activities in some of the states shows a lack of long time planning. The number of schools that were forced to operate on a part-time basis, and others where school could be maintained only by the use of special federal funds during the past three years, is an indication of a basic weakness in our plan for financing education. A system of school support that

handicaps the next generation through failure during a period of economic depression needs revision. It is interesting to note that road building did not cease, that city halls did not close, and that many other routine governmental activities were not seriously curtailed during the lean years.

The demands on the schools and the need for school expenditures are relatively constant. If the training of the youth of the nation is not to be unwisely limited during periods of economic distress, we need to develop a stable source of revenue for the support of the schools. In developing state systems of education we may be forced to search for new sources of revenue, new things to tax, to supplement or replace the funds once provided by the property tax. Other state activities that have been established for some time may have developed prior claims to many of the possible sources of state school revenue. The people interested in these governmental agencies will not be anxious to share their sources of revenue with the schools. To avoid conflict and excessive overlapping in our taxing system we may be obliged to attempt new and untried methods of taxation. The new taxes superimposed under the old system may prove unstable in times of depression, and if the schools are forced to depend on them for a large part of their revenue, the educational program may be limited or blocked in a time of need.

These limitations leave to the schools about four possible sources of state school revenue. These sources are: a share of the general state revenue on a percentage basis; the funds

¹Abstract of an address read before the National Association of Public School Business Officials, October 17, 1935.

²State Director of School Building Service, Jefferson City, Mo.

remaining from an increased state revenue after other agencies have been supplied; the proceeds from some tax earmarked for schools; a priority claim on state revenues to be allotted before grants are made to other governmental agencies. Obviously, each of these methods of deriving school funds, will be subjected to many criticisms either because of the difficulty in establishing the method, the lack of stability, or because of the competition with other agencies needing state funds. Probably a combination of two or more of these methods may serve as a basis for adequate, stable school revenues.

When we have developed a satisfactory state source of school funds, we still have before us the troublesome question of distribution. The money may be distributed to the various school units on the basis of collections made; on a per capita basis; on an equalization basis; or on a basis of full payment by the state, for the minimum educational program. Of these methods, only the last two merit serious consideration. With either of these methods, it is possible for the state to guarantee sufficient funds to support the minimum educational program in each school, without depriving any district of the privilege of better schools through local initiative and local support.

A state system for financing education must be based on a comprehensive study of the needs of the schools and the ability of the state to pay for the program. It is not well to wait until a pressing need arises to foster legislation to care for the immediate emergency, with little attention to the long time effect of such legislation. We merit the confidence, respect, and careful consideration of thinking legislators when we go before them with a logical, well-organized program for financing the public schools. A plea for the support of education, based on sentiment and immediate need, betrays a lack of planning and in some respects justifies the criticism often made that educators are not practical.

Numerous instances may be cited to show the lack of organization in the planning of legislation by school groups. In fact, school people may be praised for their ardor more than their judgment, in their support of certain legislative acts.

In numerous instances the school people have furnished the initiative and drive to pass legislative acts providing for increased state general revenue funds, in order to secure more state funds for the schools. From this increased revenue the schools often receive only a small share. Other governmental activities may receive substantial appropriations from the increased funds, provided primarily at the request of the school people.

Changes in Business Administration

The development of a state system of education will also bring some changes in the administration of our educational program. Some of these changes are needed. The general lack of uniformity in the methods of internal accounting makes it difficult to secure comparative figures of cost, of effort, or of the results obtained. When the state attempts to compile records of the work done in the schools and of the cost of various school activities, the lack of a uniform system of records reduces the value and reliability of the information obtained.

It seems desirable for the state to assist in a standardization of the supplies used in the various schools. State purchasing does not seem desirable, but it may be possible for the state to take bids for the various items used and to permit schools to order on these bids. State supervision of this type may bring a substantial saving to some districts, without usurping any of the rights of the local communities. The fact

that some high-pressure salesmen are in the field selling certain supplies to some school boards, regardless of the usability and value of the articles, indicates a need for a closer check on the purchase of supplies. In the janitorial and building-maintenance field alone, many dollars are wasted on disinfectants that do not disinfect and on cleaning compounds that could be supplied at a small fraction of the prices paid. The same holds true with regard to many other items purchased by the school. Almost every school official can point to instances where the boards could have been saved substantial sums by having some intelligent state supervision of the purchases made. The public schools of one state are making an annual saving of about \$100,000 through the state supervision of the local school building insurance premiums. Further savings in this line are possible.

There is also need for some supervision of the control of the various school funds in the local districts. A large number of school districts have neglected to pay bonded obligations during the past few years, and others have used debt-service money to pay current expenses. While conditions may justify the continued operation of the schools regardless of other obligations, they probably do not justify the juggling of funds which have been provided by the people for specific purposes. Requests come in every day from local school districts asking for assistance in revising their financial programs so that the districts may establish more reliable financial control. In many instances the money provided for the schools is not bringing the results desired. Much waste may be eliminated, and numerous uneconomical administrative procedures may be improved by state supervision. There is no thought here of discussing possible malicious mismanagement and defalcations that may dissipate the funds of local schools. The writer is discussing rather the lack of a well-planned business management in the local districts which prevents these districts and the state from securing full value returns from the money spent on the educational activities.

In the United States we have built our schools on the basis of local control, local autonomy. We have developed the idea that a sense of local ownership is essential to the development of free education. We have felt that greater progress can be made where local initiative is given free rein and where the people may plan a part of the educational program they wish for the boys and girls in each community. All of these ideals and ideas have some merit. Many people look on them as a protection of the democracy of the United States. While it is possible that we might secure better educational facilities by ignoring these features, it does not seem wise to attempt now to develop a system of complete state control.

Any system of state control that we develop should be so organized that many of the actual and fancied values of individual district control may be retained. Too much state control may destroy the pride of local ownership in the schools. While we do not believe that state control or supervision of education in the democracy of the United States will, in any sense, mean nationalism similar to that found in the European countries, it must be admitted that complete state control may check that individualism and initiative which have enabled many of the more progressive school districts to become leaders in the improvement of education. Many of our present values can be traced directly to the experimental work done in some of the better local districts. A state system, when developed, should retain these values.

It seems possible to work out a state system of education that will preserve the desirable

values from the present district organization, but which will at the same time secure some of the improvements needed in school administration. A uniform record and accounting system, which would permit ease in auditing the expenditures of the various school districts, would aid in securing a more accurate check of the state and district money expended and of the results obtained. This accounting system, coupled with budget approval, would also call for more definite control of the various funds in the districts. A state supervisory program of purchasing, administering by supervisors free from local pressure may easily check the demand for favoritism by local vendors.

We have pointed out the necessity for developing our state systems of education. We have discussed some of the major problems in the business administration of a state system. Problems such as articulation, and others of a supervisory nature, while real, have no place in this discussion.

In many of the states much work needs to be done in planning and organizing our state educational systems. Educational leaders in general have not agreed on the type of organization best adapted to our needs. A few of our leaders have well-developed ideas of state school organization, but a majority of our school officials and teachers do not have a true concept of the problems involved. This is only natural since the local administrators and teachers have been interested in problems connected with their needs. Their courses of study and their general training have been planned to aid them in solving these problems. College courses for administrators and teachers have been generally directed toward this end. Few colleges and universities promote and practically none require adequate training in state taxation, in state financing, and in state school administration. It seems quite difficult to create and put into effect a well-planned system of state school organization and administration, until we have aided school officials and teachers throughout the states in developing a clear concept of the principles of state organization and of the problems involved. These people are our contact agents and only through their co-operation may we expect to reach the people responsible for the support of education. (An educational program created and handed down from the top, cannot become fully active until the workers in the field are willing and ready to support the plan intelligently.)

Planning a State School Program

Our present educational system has much merit, but few of us will deny that it is vulnerable in many points. There are practices and conditions that we do not care to defend before a citizens' investigating committee. It seems essential to plan a state program that some of these conditions may be improved. School districts are depending more and more on the state for school funds. We are slowly but gradually organizing our individual districts into state systems. These facts presage some changes in our administration and in our school programs. If we wait until the public demand changes, we may anticipate a medley of laws similar to that now found in many of our state codes. We are in a new era when there is deservedly much talk of long-time planning. It seems advisable for the school people to make the necessary preparation for the development of a desirable plan of state school administration, and to do so in terms of long-time planning.

A comprehensive study should be made of our school practices and of our administrative set-up in each state. An analysis of our school offerings and our administrative procedures will show some wasteful practices, many uneco-

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Schoolroom Seating for *Better Natural Lighting* and the Informal Program

M. E. Herriott¹

The customary arrangement of seats and desks in our schoolrooms is an atrocity which anyone should blush to perpetrate upon pupils and teachers.

A strong statement! Yes. But look at the facts.

In the first place, desks are customarily arranged in five rows of eight desks, each desk squarely facing the front of the room, with windows on the left. This arrangement is on the assumption that the light will thus come over the left shoulder. A fallacious presumption, for obviously, as much light comes from the left front as from the left rear. The result is a severe conflict in lights for the pupils.

Table 1 presents data typical of light conditions in an ordinary classroom. *Left Rear, Left Front*, etc., refer to positions of pupil stations in the room. The data are in foot-candles of illumination. In position "1" the photometer lay flat on the desk. In position "2" it faced toward the windows at a 45-degree angle to the horizontal and a 45-degree angle to the front of the room. In position "3" it was held raised from the desk at the usual reading angle. In position "4" the meter faced the front of the room to catch the light which would strike the pupil's eyes from that direction. The illumination from the right diagonal was also measured but was not significant and so is ignored in this report.

TABLE 1. Lighting Conditions in a Room Seated in the Traditional Manner

Place of Reading	Positions of Foot-Candle Meter Readings in Foot-Candles			
	No. 1	No. 2	No. 3	No. 4
Right Front	25	40	30	13
Right Rear	25	70	15	30
Left Front	70	100+	80	50
Left Rear	70	100+	35	70
Teacher's Desk	25	18	9	35

A minimum illumination of 12 foot-candles is considered necessary by the writer for schoolwork, although a range of from 5 to 10 foot-candles is often given as acceptable. A glare, as shown by a comparison of data for position "2" with data for positions "1" and "3," produces decided eyestrain.

Every teacher who becomes light-conscious finds himself giving a disproportionate amount of time to adjusting window shades, but never with any

degree of real satisfaction. A teacher who is not light-conscious submits his pupils to a tremendous amount of eyestrain, due to glare or too little illumination, often both in the same room at the same time.

In the second place, desks have been arranged row upon row on the assumption that the assignment-recitation type of formal instruction will prevail. But we have long since given up that type of instruction as an ideal. Yet schoolroom conditions foster it. We no longer feel that pupils should not consult one another; on the contrary, we seek to promote group work, to establish co-operative relationships. We no longer demand that pupils should do only that which the teacher assigns; instead, we encourage to set their own tasks, to take a responsible part in directing their own learning. We no longer expect pupils to recite merely in order that they may demonstrate to the teacher and their fellows that they *know* their lessons; rather, we endeavor to create real audience situations, to give each pupil an opportunity to make his own unique contribution.

Regimented seating provides an inimical setting, an atmosphere that requires an exceedingly skillful teacher to counteract.

Educators are, however, so generally agreed that a different seating arrangement is desirable that the case need not be more fully stated. The situation is so obviously unsatisfactory that all readily agree that something should be done about it.

But what? one asks. Do we not already have our thousands of boxlike classrooms and our tens of thousands of seats and desks? How can we remodel the rooms and replace fixed seats and desks with a more modern type of schoolroom furniture?

Perhaps some other form of room (a round room, possibly, or an oval one!) would be better. Some other kind of furniture (possibly tables and chairs or movable desks) are to be preferred. But the fact remains that in most schools we have what we have! The problem is, therefore, to make better use of the present rooms and furniture so as to provide better lighting conditions and better work conditions for modern methods of instruction.

Faced with this situation and recognizing its seriousness, experimental classrooms have been set up at John Muir Junior High School in Los Angeles. In classrooms with fixed seats and desks

the furniture has been rearranged as shown in Figure 1. In art rooms, music rooms, and others with movable furniture, changes have been made on the same principle with respect to light.

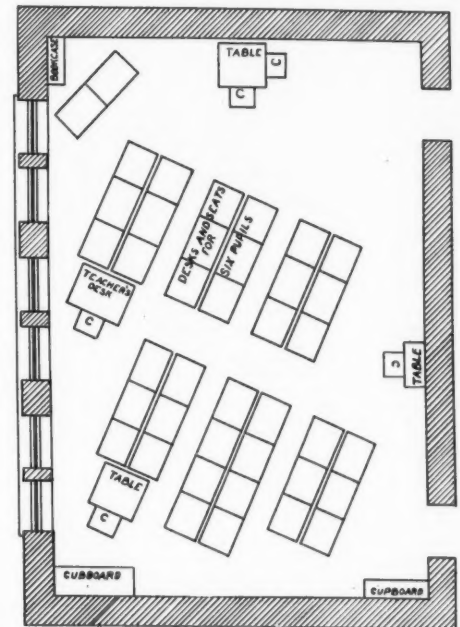


FIG. 1. INFORMAL SEATING PLAN FOR A HIGH-SCHOOL CLASSROOM WITH FORTY PUPILS' STATIONS. The room measures 23 by 32 feet. (See Fig. 2.)

Figures 2, 3, and 4 show the rooms in use. In Figure 2 the pupils are shown at an individual type of work. The position of the windows with respect to the desks is apparent. The position of the teacher's desk is also evident. In Figure 3, the pupils are shown engaged in a variety of individual and group activities. The adaptability of the plan for this varied type of instruction is evident. In Figure 4 the pupils are gathered at the front of the room, listening to a pupil report. The ease with which a large class of pupils can be massed in the front seats is apparent. Here they can see and hear much better than from the rear seats. It will be noted that these classes are large, totaling about forty pupils each. Not all can be seen in the pictures.

The plan was originally conceived as a means of better adapting classroom arrangement to the informal program of the social studies, as well as a means of improving lighting conditions.

The situation has been studied from three angles: (1) pupils' reactions; (2) teachers' judgments, and (3) objective measurements of light conditions.

Of the 250 pupils in English-social-studies classes who expressed an opinion, 226, or 90 per cent, definitely preferred the new or diagonal arrangement. Corresponding results were obtained for pupils in art and music classes.

In the main the teachers definitely favor the diagonal arrangement, although one teacher does not like it and all point out certain disadvantages. The advantages noted are: (1) Better light results for the pupils, and also for the teacher when not facing the class. (2) Better view is had of the blackboards. (3) It is easier for teacher to get about among the pupils while they are working. (4) Group work is facilitated. (5) It is easier to mass pupils in front half of room for class discussions and demonstrations. (6) Provides a good place for books and other materials on seats between pupils, thus clearing desks for work without putting materials on the floor. (7) Informality of instruction is definitely encouraged. The disadvantages are: (a) It is more difficult to keep room tidy and for janitor to clean. (b) Undesirable conversation is encouraged. (c) Temptation to copy is increased. Two forms of tests are often needed.

An objective measurement of differences in light conditions under the traditional and the modified seating plans revealed markedly improved conditions under the new plan. The amount of glare was greatly reduced, the intensity of illumination on schoolwork held in the usual reading position



FIG. 2. PUPILS WORKING INDEPENDENTLY UNDER THE DIAGONAL SEATING PLAN



FIG. 3. PUPILS WORKING INDEPENDENTLY AND GROUPS WORKING COOPERATIVELY IN A DIAGONALLY SEATED CLASSROOM

or flat on the desk was decidedly increased, and the conflicting cross shadows were reduced or in many cases even eliminated. To illustrate, if a pupil under the usual arrangement had 10 foot-candles of illumination on his work, he would be facing 16 foot-candles of light; while in the same location under the new plan he would have 14 foot-candles of illumination on his work and would

face only 10 foot-candles of illumination. Obviously the latter is to be greatly preferred to the former from the point of view of eye hygiene.

Table 2 presents data typical for a classroom seated on the diagonal plan. The positions of the foot-candle meter are the same as for Table 1.

Place of Reading Position	Positions of Foot-Candle Meter Readings in Foot-Candles			
	No. 1	No. 2	No. 3	No. 4
Right Front	18	25	25	9
Right Rear	18	35	25	13
Left Front	25	25	70	5
Left Rear	35	50	65	25
Teacher's Desk	40	50	100+	20

A careful study and comparison of the data of Tables 1 and 2 reveal significant facts such as those already mentioned. Before making comparisons, note that the data for Table 1 were obtained with brighter sunlight than were those for Table 2, resulting in generally higher readings. These differences are not significant for the purposes of this study.

Comparisons of lighting conditions for the teacher's desk will reveal even greater improvements than for the pupils. Usually, the teacher's desk is placed in the worst position possible, from a lighting point of view. Under the diagonal plan, it is in the best position.



FIG. 4. PUPILS MASSED AT THE FRONT OF THE CLASSROOM, LISTENING TO A PUPIL REPORT

From the more extensive data which have been briefly summarized, we are justified in concluding that the diagonal arrangement is an unqualified success so far as lighting conditions are concerned. The advantages for the informal program and for English, social studies, art, and music far outweigh the few disadvantages. For other teaching methods and subjects, we must await further experimentation.

Litigation Concerning School Fire Insurance

J. C. Werner¹

Litigation involving the insurance of public-school buildings against loss by fire has been limited to a comparatively few general problems of importance. In the cases to be reviewed in this paper, it has been established that school boards have implied authority to insure school property, that trustees may make reasonable expenditures for insurance premiums from special school funds, that school boards cannot enforce policies unless these have been accepted and the accepting agent has the authority to issue policies. It is further shown that school boards may contract for mutual insurance, provided the policies do not involve unlimited liability or contain other elements prohibited under the general authority of municipal corporations.

The North Dakota Case

Perhaps the outstanding case is the suit brought to test the constitutionality of the North Dakota State Fire and Tornado Fund Law.² This law, which became effective in 1919, was not questioned until 1926, when the plaintiffs asserted that the act was unconstitutional contending:

1. That it deprives the plaintiffs of the right of freedom of contract.
2. That it violates the right of local self-government.
3. That it creates an unlawful monopoly.
4. That the insurance afforded by the State Fire and Tornado Fund is inadequate, that the plan is unsafe, and that an enforcement of the statute will deprive the plaintiff school district of adequate protection against loss by fire.
5. That the provision which imposes a liability in double the amount of the premium, imposes a burden upon the right of judicial review, and renders the statute invalid within the rule announced in *Dushek v. Watland*, 201 N.W. 680.
6. That it creates an indebtedness on the part of the state in excess of the limit fixed by the constitution.
7. That it delegates to the Commissioner of Insurance the power to impose a tax upon the state, and the political subdivisions thereof.

The court considered the question in the order stated and briefly reasoned thus:

1. Strictly speaking, a school district is not a municipal corporation. It is a quasi-municipal corporation and possesses only such powers as have been conferred upon it by the legislature. The legislature has the right either to grant to, or withhold from, the officers of the

school district authority to insure the property thereof against loss by fire, consequently it may direct that insurance be accomplished in a certain manner.

2. The constitution makes no provision for the government of schools. The legislative assembly is charged with providing for and maintaining a system of public schools. . . . In our opinion no express or implied constitutional guarantees of the right of local self-government are contravened by the Fire and Tornado Fund Act.

3. The monopoly is not a private monopoly. . . . There is no reason why the legislature does not have the power to give to the State Fire and Tornado Fund a monopoly. . . .

4. This point challenges the wisdom of the enactment rather than its validity. . . . Whether public property shall be insured, and if so, how, is a question for legislative, and not for judicial, determination.

5. Even though the alleged penalty provisions are invalid, the validity of the act is not affected thereby as these provisions may be stricken from the act without in any manner affecting the other provisions of the act.

6. The act does not purport to create an indebtedness on the part of the state at all. The obligations of the State Fire and Tornado Fund are not made obligations of the state.

7. The insurance commissioner, although authorized to fix premiums, is not authorized to levy a tax to pay such premiums. . . . The obligation of the premium is imposed by statute and not by the insurance commissioner. "The legislature cannot delegate its power to make a law; but it can make a law to delegate a power to determine some fact or state of things upon which the law makes, or intends to make, its own action depend."³

In closing, the court states: "Our conclusion is that the act in question is not vulnerable to any of the constitutional objections raised against it in this proceeding. The judgment appealed from is affirmed."

This decision is a definite victory for the constitutionality of state insurance fund laws and will be a valuable precedent in future litigation of a similar nature.

In Alabama another case arose. A policy in the name of J. J. Newberry and E. R. Vaughn, as trustees of School District No. 24, Chancellor, Alabama, was issued in 1922, for a period of three years. On October 1, 1923, the state board of administration insured the building in the amount of \$1,425, for one year, and delivered the policy to the county superintendent of schools for the Geneva County board of education. Neither New-

berry nor Vaughn had any knowledge of this policy, until after the loss of the building, February 12, 1934. This policy was canceled and the premium returned. When the insurance company refused to make payment for the loss, a suit, which reached the Supreme Court, in March, 1927, was instituted.⁴ The insurance company contended:

1. That the trustees as individuals could not bring suit.
2. That the building was overinsured.
3. That the policy issued by the state board of administration voided their policy.
4. That the plaintiffs had no insurable interest in the property.

In answering the points raised, the court argued in part:

1. Notwithstanding the statute [Code section 5699], which provides that actions on . . . contracts express or implied for the payment of money must be prosecuted in the name of the party really interested, whether he has the legal title or not, one to whom a contract is made payable as a trustee for others may maintain an action in his own name. (*Rice v. Rice* 106, Ala. 636.)

2. So high an authority as May⁵ says that in order to constitute other or double insurance within the inhibition of such clauses, the insurance must be effected by the same insured or for his benefit, and with his knowledge or consent.

3. The principle is well settled also, that agents and trustees, who have the care and custody of property or the duty of keeping it safely, have insurable interest therein. (26 Corp. Jur. 25, section 5.)

4. The county board of education is distinct in every way from the several bodies of a district school, . . . hence the knowledge of the county board of education or of the county superintendent, that other insurance had been taken out, was not, in fact or in law, the knowledge of the school trustees who took out the first policy. Our holding is that the policy in suit was not voided or affected in any way by the issuance of the other policy.

In conclusion, the court stated: "We conclude that the judgment for the plaintiff was free from error and should be affirmed."

Insurance Contracts

These two cases are comparatively recent and resulted from the enactment of insurance-fund laws. In the *Jackson Township v. The Home Insurance Company*⁶ case, a trustee executed a

¹American Insurance Company v. Newberry et al., 215 Ala. 587.

²May on Insurance (4th ed.), Vol. II, p. 365.

³Jackson Township v. The Home Insurance Company, 54 Ind. 184.

⁴Supervising Principal, Coraopolis, Pennsylvania.

⁵Minor Special School District, et al. v. S. A. Olsness, Commissioner of Insurance, 58 N. Dak. 683 (45 A.L.R. 1337, 208 N.W. 968).

⁶Gray's Limitations of Taxing Power, Section 540.

promissory note for \$280 for insurance on the schoolhouses of the township. The insurance company brought suit to collect, and obtained a judgment against the township which appealed the case, contending that the township had no power to make the contract, or to incur the liability. In rendering its opinion, the court in part stated:

In *McLaughlin v. Shelby Township*, 52 Ind. 114, the court ruled that the township has no power to build, hence it has no power to insure, unless such power is specially conferred. In *Sims v. McClure*, 52 Ind. 267, the court ruled that when a trustee describes himself as acting for the township, civil and not school township is implied.

Judgment in case reversed with costs, and the case remanded.

A similar opinion based upon slightly different reasoning was handed down in the Iowa case.⁷ In this case the insurance company brought suit to recover a note in the sum of \$30.96 executed by the president and secretary of the district township of Willow, for the premium on an insurance policy covering a school building. The lower court returned judgment in favor of the defendant, and the case was appealed. The trial judge certified the two questions raised:

1. Does a board of directors have the power to secure insurance, without a vote of the electors authorizing or ratifying the same?

2. Does a subdirector of a district have authority and power to secure insurance, and to give a written obligation for the same, without a vote of the electors authorizing or ratifying the same?

In answering, the court reasoned thus:

1. We find no authority in the statute conferred upon the board of directors to enter into a contract of insurance on behalf of the district township. In *Manning v. District Township of Van Buren*, 28 Iowa 332, boards of directors may not purchase apparatus, unless authorized by a vote of the electors, likewise in *Monticello v. District Township of Coffin's Grove*, 51 Iowa 350, the board has no authority to purchase lightning rods for schoolhouses, without a vote by the electors.

2. The appellant's counsel relies upon that portion of section 1753 of the Code, which gives the subdirector control and management of the schoolhouse. This authorized him to carry the key, keep the door locked, and shutters closed, provide for the cleanliness of the building and matters of like character. It would be an unwarranted extension of his language to hold that it empowered the subdirector to bind the district township by his contract of insurance of the schoolhouse. We feel constrained to hold that the second question certified to us for determination must also be answered in the negative. Judgment of lower court affirmed.

Another case which involves practically the same questions, is especially interesting, because it gives an opportunity to compare opinions, as well as slight changes in the statutory provisions in the same state over a period of time. *The Jackson Township v. The Home Insurance Company* decision was handed down in November, 1876, whereas the *Clark School Township v. The Home Insurance and Trust Company*⁸ case was decided in June, 1898. The insurance company brought suit against the Clark School Township to recover a premium for insurance, and secured a judgment in the lower court. The township appealed the case contending:

1. That when the said obligation was incurred, a deficit existed in the fund from which the said obligation was to be paid.

2. That the proper procedure for raising the fund to meet the same had not been taken.

The court in reaching its decision argued that:

This defense is based upon the statute which provided that, whenever it becomes necessary for the trustee of any township to incur in behalf of his township any debt or debts, whose aggregate amount shall be in excess of the fund on hand to which such debt or debts are chargeable . . . the trustee shall first procure an order from the commissioners of the county authorizing him to contract such indebtedness. When a trustee of a school township undertakes to bind the township by contracting a debt contrary to these provisions, and anything for which the trustee has authority to expend money from the special school fund has under his contract been received and retained by the school township which is beneficial to such township, there may be a recovery against the school township for the benefit so derived by it: the right to recover resting not upon the contract, but upon the fact that the school township received and enjoyed the benefit of something which under the law the trustee had the authority to procure without contracting a debt therefor.

⁷*American Insurance Company v. District Township of Willow*, 8 N.W. 472.

⁸*Clark School Township v. Home Insurance & Trust Co.*, 51 N.E. 107.



MR. PAUL H. SCHOLZ
President, National Association of Public-School
Business Officials

Mr. Scholz, who was elected president of the National Association of Public-School Business Officials at its last annual meeting in October, at Minneapolis, Minn., is a native of the State of Texas. He attended the high school at La Grange, was graduated from the Alamo City Business College of San Antonio, and later completed a course on finance and investments at Babson Institute.

He has been secretary and business manager of the board of education of San Antonio since 1905, and prior to that was office manager of a mercantile establishment for three years. For five years he acted as deputy tax collector for Bexar County, Texas.

Mr. Scholz is a frequent contributor to periodical literature on the subject of school budgets and accounting, and has contributed several articles to the *SCHOOL BOARD JOURNAL*. He has been a member of the National Association since 1920 and a member of the research committee on pupil cost accounting, and is a co-author of the association's bulletin on pupil cost accounting. Previous to his election as president, he served as vice-president of the association, and was a member of the executive committee during 1932 and 1933.

In conclusion, we are of the opinion that, under the statutory provisions . . . he may make reasonable expenditure from special school revenue, by way of procuring insurance on such property against fire. The judgment is affirmed.

This decision indicates clearly the position courts are likely to take at present if the question of implied authority to insure public-school property is presented.

Agents' Acceptance of Insurance

Two cases will now be presented, which deal with the authority of agents and solicitors with respect to the issuance of insurance policies. In the case⁹ of the *Fidelity-Phenix Fire Insurance Company v. School District No. 10, Johnston County, Oklahoma*, the authority of an agent to renew a policy was the question at issue. A policy on the school property expired on April 28, 1916, and carried a clause for renewal under the terms of original contract, if hazards had not been increased. A director for the school district asked for a renewal of the policy on April 29. The agent stated that he would renew the same upon hearing from another agent, whose company had a policy on the risk in question. The property was destroyed about 9:30 on the night of April 29. The company was notified of the loss on May 11 and refused to accept the liability, contending that no contract existed. The lower court rendered judgment in favor of the district and the insurance company appealed from the decision. The opinion of the court follows:

The company's agent was not limited to taking applications; he had authority to issue policies of insurance. Having such authority, he had authority to contract to issue the policy; or a policy having expired, he had authority to contract to issue another policy on the same terms and conditions, which was, in effect, a renewal.

A parole agreement entered into by an agent having authority to accept risks, issue policies of insurance, or renew policies when they expire, becomes the contract of the insurance company, and not of the agent. If said property, so proposed to be insured, is

⁹*Fidelity-Phenix Fire Insurance Company v. School District No. 10, Johnston County*, 80 Okla. 290.

damaged and the loss occasioned thereby would have been covered by said insurance policy if issued according to such an agreement, the insurance company is answerable in damages for the breach of its contract to issue the policy of insurance. *Commercial Union Insurance Co. v. State ex rel., Smith*, 113 Ind. 331.

In conclusion, we think the evidence is sufficient to support the verdict of the jury, and the judgment is therefore affirmed.

The second case deals with the authority of a solicitor to issue policies. Prior to July 14, 1923, School District No. 23, of Faulkner County, Arkansas, applied for a policy of fire and tornado insurance for \$1,000 for three years. Before the expiration of this policy, a solicitor for the company involved, solicited, and obtained an order for the renewal, together with a warrant for the premium. The application contained a clause that it should not be construed as a contract of insurance until approved by officers of the company. The receipt contained this statement: "If you should not receive a policy within 10 days, please notify R. M. Henry, manager, Memphis, Tenn."

On Thanksgiving night, 1926, the property was destroyed by fire. The district demanded payment of the loss, which the company refused, contending that no policy had been applied for or issued. Suit was entered and the lower court held the insurance company was liable. The company appealed the case.¹⁰ The court in reversing the decision of the lower court reasoned thus:

The company contends it had never received either the application or the money and had no information regarding the same. For the purpose of this case we will assume as a fact, which the jury has evidently found by its verdict, that the solicitor did not send the application and the money to the appellant. Under an almost identical state of facts this court held in *National Union Fire Insurance Company v. School District No. 55*, 122 Ark. 179, 182 S.W. 547, L.R.A. 1916 D, 238 that there was no liability on the part of the insurance company until the policy was actually issued.

With reference to the clause in the receipt the court said:

Under this stipulation of the appellee, even if the soliciting agent had promptly forwarded the application to the company, the latter was under no legal obligation to issue the policy to the appellee. The authority of the soliciting agent to receive and forward the application if strictly followed did not impose upon the appellant any legal duty. If the application had been promptly transmitted and received, appellant would not have been liable, until the policy was actually issued. *Cooksey v. Mutual Life Insurance Company*, 73 Ark. 117, 83 S.W. 108 Am. St. Rep. 26. The better reason and the decided weight of authority supports the doctrine that mere delay in passing upon an application for insurance cannot be construed as accepting such application and consenting to be bound for the insurance sought.

Mutual Insurance

In California, a board of trustees placed insurance with a mutual insurance company, organized under the laws of Washington. The county superintendent refused to approve a warrant for the same, basing her refusal on section 1608 of the *Political Code*, which restricts the right to insure in mutual companies organized under the laws of California. The company brought suit and the court sustained the action of the county superintendent. The case¹¹ was appealed, the company contending that it was solvent. The court quoted section 1608 of the *Political Code* which states that:

Boards of school trustees and city boards of education shall have power, and it shall be their duty . . . third, to furnish, repair, and insure and in their discretion, rent the school property of their respective districts, such insurance to be written in any solvent insurance company organized under the laws of this state. . . .

The obvious meaning to be given to the language of said section of the political code is this: that boards of school trustees are given power, and it is their duty to insure the school property of their respective districts in any solvent insurance company doing business in this state, provided that, if they select a mutual insurance company to carry their insurance, it must be organized under the laws of this state. The question as to whether the mutual insurance company to which the choice of the boards of trustees of school districts is thus confined is solvent or insolvent does not arise in this case, for reason that the petitioner herein does not come within such limitation, and was therefore not qualified in either event to be awarded this insurance.

¹⁰*American Insurance Company v. School District No. 23 of Faulkner County*, 30 S.W. (2d) 217.

¹¹*People ex rel. Northwestern Mutual Fire Insurance Association v. Stanley*, County Superintendent of Schools, 225 Pac. 1.

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THE AMERICAN School Board Journal

EDITORS:



WM. GEO. BRUCE

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Social Security for School Employees

THERE is something reassuring and comforting in the thought that a school system is setting the pace in, or at least striving toward, providing a just compensation for its employees. Unquestionably, in fixing a salary schedule the teaching service is entitled to first consideration.

There are employees, however, in every school system who are equally indispensable to the successful conduct of the schools, who lacking the solidarity which attends the professional workers, and in the light of the service they render, may be undervalued and hence underpaid.

Here we have in mind the executives and the staff in immediate control of a school system and in the operation of the plant, men and women who are neither members of the board of education nor a part of the professional division. They include secretaries, clerks, accountants, custodians, engineers, janitors, and cleaners, subject to the administrative control which governs the system as a whole.

When it is noted that many of these employees are rendering faithful service within their given sphere, covering a long span of years, sometimes extending to old age, one begins to wonder whether upon their retirement they are protected against the vicissitudes of a modern day. Was their wage sufficient to enable them to lay by a competence for old age? Are they protected through some form of insurance? Have they been in the service sufficiently long to entitle them a pension? If so, is the board of education legally authorized to grant such protection?

These several questions cannot be answered in any general way. Each school system must supply its own answer. The retired employee may have laid aside enough to enjoy the evening hour of life in comfort. The board of education may lack the authority to reward the aged worker with a pension, notwithstanding the fact that such worker gave the better part of his life to the service of the school system.

Where political manipulation does not disturb the administration through frequent changes and upheavals in the list of employees, and where the merit system obtains in keeping a competent organization intact, it also follows that many instances of long and efficient service are recorded. Frequently such records of service are unappreciated until they have been terminated.

The approach to a defensible policy must be found through wage scales that are equitable in accordance with the value of the service rendered, comparable with the wages paid for similar service in other fields, and finally in the light of better standards of living. Surely, a school system cannot employ its help upon a competitive basis and thereby secure the cheapest rather than the best, neither can it pay less than high-class service will command in the best firms in commerce and industry. It can well afford to set the pace in exacting competent service and paying the proper compensation for it.

Who Shall Control the School-Health Service?

THE question whether the school-health service shall be conducted under the control of the educational authorities, or whether it shall be under the established public-health department, comes again and again to the surface in the larger and medium-sized cities.

The educators who have expressed themselves on the subject are, in the main, of the opinion that the child-health care shall be dealt with as a service to child education and that, therefore, the work must remain within the province of the public-school authorities. In fact, the educators who have at all expressed themselves on the subject, assume that the question is closed, and that further con-

troversy, is superfluous. This conclusion, it seems, is not entirely warranted. There is another side which deserves a respectful hearing.

The purpose of the child-health service is to promote and protect the physical and mental well-being of the pupil. The educators proceed from the idea that it is an essential part of health education, that the school doctor and the nurse are assistants to the classroom teachers as well as the special teacher of health, and that they have an instructional function which they can only achieve if they are entirely under the control of the school board. Both nurse and doctor are expected to keep the educational purpose of the school in advance of all other considerations. The discovery and correction of physical defects, the cure of illness, the promotion of mental hygiene, all are made to contribute to building up healthy bodies and minds, capable of deriving the most benefit from the educational program. The closer co-operation between the special types of classes for undernourished, tubercular, hard-of-hearing, and mentally subnormal is pointed out as the strongest reason for school control of medical service.

On the other side, it is pointed out that the handicaps of illness and physical defects among children should be treated as health problems by the department of the local government, especially responsible for health. This department has the police powers necessary to enforce its orders; it is more keenly aware of the social, economic, and housing problems met in the families; its workers have a broader viewpoint of family and community welfare. There is no educational objective which doctors and nurses especially assigned to the schools cannot attain, if the educational authorities co-operate and set up conditions favorable to the ends in mind. The regularly constituted health department can reach the schools not in the public-school system. A unified service avoids duplication of expense and administration.

There is considerable truth in the charge that the schools are burdening themselves with duties and responsibilities which can more properly be left to other departments of local government. In cities where there is a fully competent health department that has a social-service point of view, school-medical service may well be unified under its care.

School Boards and Educational Planning

THERE can be no question that the wide-awake school official not only concerns himself with administrative problems in the light of present-day exigencies, but also weighs from time to time the school system as a whole in its prospective aspects. In the absence of a survey study, which brings to the surface definitely the physical deterioration of a school plant, the administrative weaknesses and the professional shortcomings, he may entertain vague notions that the future will make claims which may reasonably be anticipated.

There is a trend in the field of municipal and state government in the direction of readjustments based upon a newer social and financial situation. The appraisals here made partake of the nature of surveys and studies intended to reveal new needed services and possible short cuts and economies.

What applies to general governmental revisions and adjustments in the light of present-day exigencies applies, it would seem, with equal force to the problem of education. Many of the studies in this field now engaged in are spasmodic and fragmentary. Unified action, so far as the industrial states are concerned, seems to be lacking. The question which arises is whether the city boards of education shall concern themselves with the subject of educational planning on a definite scale. Shall this planning be national, state-wide, or local only? Shall it be comprehensive, so as to include the educational, financial, and administrative considerations, or what?

On the assumption that the school interests are inherently the concern of the state, it would seem that the approach must be from the standpoint of that unit rather than that of the nation or the single locality. This being true, it follows that the educational leaders must not only be clear as to the situation in its several ramifications but also as to the desired objectives to be obtained.

In other words, if the legislative factors are brought into play, the educational leaders must be able to outline the remedies and changes that will affect the legal structure. The thought here must be that the administrative considerations must lend themselves to

the elements of economy and efficiency in the government and control of the schools of the state.

A Task for Parent-Teacher Associations

IN RECENT years progressive and clear-headed leadership has given momentum to parent-teacher associations by adjusting their activities to legitimate and useful service. In the process the meddling promoters who made nuisances of the organization by assuming authority, which legally belongs to the school board and the professional school heads have been eliminated, or have been corrected in their attitudes and actions.

It would seem that at this time when so-called "pressure" groups are asserting themselves under the guise of taxpayers' bodies and reform leagues and are antagonizing the school interests, that a special task confronts the modern parent-teacher associations. While such organizations primarily must seek to promote the better relations between the home and the school in the interest of the child, they are usually completely familiar, too, with the achievements of the school's educational needs of the community as a whole.

In each community the parent-teachers' association ought to stand as a protective body for the schools, and as an active force to resist the groups that desire to bring about cost reductions at any cost. Boards of education throughout the United States have in the main held to policies which observe the true economies of the situation, and have protected the integrity of the school.

Situations have, however, arisen in numerous towns and cities, in which the citizens' tax organizations have gone to the extreme in demanding a lowering of school taxes regardless of the damage done to the children. In a democracy the opposition of citizens to the best interests of the schools must be countered by citizens. And it is just those citizens who are best informed on the school system and in sympathetic touch with the same that must come to the front when the alarm of danger is sounded. The modern parent-teachers' association can here perform a laudable task.

The Supply-and-Demand Principle in School Administration

SCHOOL authorities are frequently confronted with the competitive feature in the employment of professional talent and the purchase of school equipment and teaching supplies. While use-value and quality are in the main the controlling factors, the element of supply and demand asserts itself. Service and commodities may be purchased at a lower price when an oversupply is encountered.

It may be questioned whether school boards are as free as private individuals and corporations to purchase on a mere price basis. It is their duty to contract for buildings and repairs, and to buy equipment, supplies, and teaching materials with all possible savings in money. But even here ultimate economy and the educational value of buildings, equipment and supplies must be given precedence over mere lowness in price. In the long run, mere cheapness is extravagance which public bodies are not free to practice.

The question may also be raised whether in the employment of professional service the law of supply and demand ought to govern. With an oversupply of teacher talent, for instance, a money saving may be made in hiring the applicant who is willing to accept a compensation below that commonly recognized as equitable.

It is true that some salary adjustments have been made necessary owing to a shrinkage in the school exchequer. It is not compulsory economies of this kind that we have in mind, but the practice of certain boards of education to employ teaching and executive service upon a lower wage scale simply because the market is overstocked, and because there are those who will accept employment at less than the wage commensurate with the importance and the responsibility of a position and in keeping with accepted standards of living for the teaching profession.

Of all the reforms made by the New Deal, that of improving the condition of labor and setting a living wage as a minimum has been the most valuable. This reform has brought into relief the accepted principle that departments of government should set the pace in dealing fairly with their employees and officers. It seems only logical that school systems ought to lead other government agencies in this matter. There is no economy in cheap teachers, or superintendents.

Dual Forms of School Administration

IN SEVERAL states may be found school districts which operate under a dual system of administration. There is found a board of education, which has charge of the elementary schools and another which controls the high school.

This system of dual administration had its inception when the high school came upon the scene and when it was believed that the duties and responsibilities of the one school board varied in character considerably from the other. Experience has taught, however, that greater efficiency is attained when all the schools, both elementary and high, are placed under one authority. In fact, it has been demonstrated that a division of authority over the schools located in a given district leads to conflict and confusion in management.

In several instances where dual control obtains, the differences between school board and school board have recently broken out into open discussion and controversy. In holding to its prerogatives the one body interferes with the prerogatives of the other, disregarding the fact that the plans of the one must dovetail into the work of the other.

After all, there can be no question that the elementary and high schools in any community logically constitute one school system which must come under unified control in order to secure the highest efficiency in either. Where the dual system of administration is proving troublesome the remedy must be found in legislative action.

The Closing of Schools on Election Day

IT IS a valid custom in many American cities to utilize schoolhouses for local elections. Usually a basement room, or a ground-floor classroom is turned over to election officials for their use and for the accommodation of the voters. In some cities, it has become the custom to close such schools on election days. In others, on the contrary, provisions are made whereby the voting in no wise interferes with the operation of classes.

There may be some value in the argument that the closing of classes on election day will impress the student body with the importance of voting. And yet, it does not seem expedient to dismiss an entire student body simply because a small part of a schoolhouse is used to receive the vote. There can be no harm in having children come in contact with election officials and citizens. There may be, and should be, excellent opportunity during the quiet hours of the morning for the upper grades and especially the civics classes to visit the room in which the vote is taken and to have the procedure, the ballots, etc., explained very briefly. Such direct contacts supplemented by instruction from the regular teachers surely will be more effective for civic education than a day of idleness for teachers and children.

Fingerprinting of School Children

THE suggestion that all persons in the United States be subjected to fingerprinting has been seriously made by representatives of the Department of Justice at Washington. The beginning is to be made with the school children. Some school groups have manifested a desire to comply with the suggestion; others have definitely declined the offer.

Its proponents hold that fingerprinting has potential value in identifying bodies recovered in floods, fires, and other disasters. Also that in cases of kidnaping the plan may be of some value.

Admitting all this, it may be a grave question whether the herculean task of fingerprinting twenty million children and maintaining a public agency for its continuance is warranted in order to accomplish something which is extremely remote.

But, there is another side to the question. Hitherto fingerprinting has been employed in identifying the criminal classes. Here it has rendered a definite service and has become a fixed factor in the field of criminology. Whether it is wise to subject the law-abiding citizen, and more particularly the school children of the nation, to a record that is employed in identifying criminals, remains to be seen. Its expediency may be seriously questioned.

Schoolhouse-Construction Council Holds Thirteenth Conference

That the National Council on Schoolhouse Construction is likely to enter a new and important field of activity was made clear through action taken at the Thirteenth Annual Convention, held in Washington, November 4 to 7. By resolution, the Council has requested of the American Council on Education a very substantial grant of money for three years' research in schoolhouse planning and construction. The project is considered of vital importance at this time because of the large sums which are to be spent in school-building activities under local appropriations and federal allotments, and the disproportionate building outlays in many states and communities through which salaries and other necessary school expenditures are suffering and will in the future suffer.

The Washington convention of the National Council on Schoolhouse Construction heard technical papers and committee reports on such important problems as the following:

The Unit of Comparative Cost of School-Building Construction, by G. E. Wiley, architect, Milwaukee, Wis.

Modern European School Buildings, Prof. E. T. Peterson, Iowa City, Iowa.

Experiments in Acoustical Treatment of School Buildings, I. T. Catherine, architect of the board of education, Philadelphia, Pa.

Improving the School Plant Through Enlargement and Remodeling, J. F. Horn, state director of school plant, Austin, Tex.

The Need of State Supervision of Schoolhouse Planning and Construction, J. H. Hixson, state director of schoolhouses, Buildings and Grounds, Albany, N. Y.

An Outline of an Inexpensive State School-Plant Survey, R. V. Long, state director of school buildings, Richmond, Va.

Needed Research in the School-Building Field, Prof. T. C. Holy, Ohio State University, Columbus, Ohio.

The Mississippi State School-Plant Survey, W. G. Eckles, state director of school-building service, Jackson, Miss.

Improved Room Utilization of High-School Buildings Through Programing, T. J. Higgins, assistant director of school-building survey, Chicago, Ill.

The Development of Indices for Determining School-Building Needs on State-Wide and County-Wide Bases, Dr. F. R. Noffsinger, Indiana State University, Bloomington.

Types of Construction Materials of School Buildings and Their Relation to Original Cost, Maintenance, and Operation of School Buildings, R. F. Scherer, architect of the board of education, Rochester, N. Y.

Since its organization the most important activity of the Council has been the development of a statement of "accepted practices," or current standards, in schoolhouse planning and construction. During the past year this work came to a standstill because of the illness of the chairman of the Standards Committee. This work will be actively resumed through the appointment of Mr. H. W. Schmidt, of Madison, Wis., as chairman of the committee, and Mr. W. G. Eckles, Jackson, Miss., Mr. J. H. Hixson, Albany, N. Y., Mr. T. J. Higgins, Chicago, Ill., and Mr. Charles Bursch, Sacramento, Calif., as members. Mr. S. A. Challman, of Minneapolis, first chairman of the committee, was made chairman emeritus. It is likely that the committee will co-ordinate its work with that of research groups whose selection is contemplated.

The Council spent considerable time in hearing reports on the state activities made possible through PWA and WPA assistance. More state-wide planning for the long term both in the location of school buildings and the areas to be served, greater attention to economical consolidations, and exchange of experience and technical problems of construction and maintenance of plant were topics that commanded the attention of the Council discussions. Concern was expressed that the time limit of December 15 for buildings to be erected under PWA will be too short to allow for wise planning.

Mr. W. G. Eckles, of Jackson, Miss., was elected president, and Dr. T. C. Holy, of Columbus, Ohio, was made vice-president. Dr. Ray L. Hamon, of Nashville, Tenn., was re-elected secretary-treasurer. Retiring President R. F. H. Halsey was highly commended for his effective work in representing the Council with the various government agencies interested in school-building support.



MR. E. L. BOWSHER
State Director of Education,
Columbus, Ohio.

Mr. E. L. Bowsher, for eight years superintendent of public schools in Ashland, Ohio, has been appointed State Director of Education by the governor for a four-year term. Mr. Bowsher, who succeeds B. O. Skinner, who served for four years as director of education in Ohio, will serve at the head of the state's schools for four years, or until July, 1939.

Mr. Bowsher's experience extends from teaching duties in Allen county to superintendencies in Waverly, Wauseon, and Ashland. After graduation from the high school in Wapakoneta, he attended college at Ohio Northern University, and was graduated from Ohio State University and Defiance College. He holds a Master's Degree from the University of Michigan. In addition to his work as superintendent, he has also served as a member of the board of trustees of Kent State University, as president of the Kent University board of trustees, and as a member of the board of trustees of Bowling Green State University. He has been in charge of the teacher-training work at Ashland College since 1928.

Mr. Bowsher is a member of the National Education Association, the Department of Superintendence, and the Horace Mann League, and is a past president of the Northwestern Teachers' Association of Ohio.

those days the other horn of our present dilemma: the little matter of individual differences — of which, in fact, little or nothing had been heard thirty or forty years ago.

The Failure of Bookish Standards

We who were making the standards in that former day were, of course, educators, automatically selected in the main on the basis of considerable scholastic or bookish aptitude. Quite naturally (and quite unconsciously) we created our standards in our own image. We provided for such equipment and curricula and methods as would have been fine for us when we were in school, and prescribed such degrees of attainment as we should triumphantly and joyfully have met if they had been set for us. And all this was excellent and greatly beneficial for that part of the oncoming generation which was like us. But we missed the fact that many of the children in schools, and even some of the undergraduates in colleges, were not at all like us, but were endowed with quite other kinds of capacity and often with lesser degrees of capacity of any kind; and, of course, we entirely failed to foresee that the proportion of these others — the non-bookish types — was destined to increase by great leaps in the years which then lay just ahead and have since passed by.

For, in partial extenuation of the early standard makers and enforcers it should be remembered that in their day the problem of individual differences was actually much less acute, at the high-school and college levels at least, than it has now become. You have all seen the figures, but let me recall them briefly. In 1900 there were fewer than one hundred thousand students in all the colleges of the United States; now we have more than a million college students — an increase of nine hundred per cent in a third of a century. The figures for the public high schools are still more startling: around five hundred thousand boys and girls in 1900; more than five million today. Of these vast increments the great majority are obviously of those nonbookish types which in 1900 did not usually go to college at all or even remain

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Academic Standards vs. Individual Differences —The Dilemma of Democratic Education¹

Max McConn²

The Standards of the Nineties

Let me present first that ideal of high academic standards which seems to have come to the fore in American education in the late nineties. Certainly when those of us who are now in our fifties were learning our trade, "standards" was the great word, the new gospel, in our profession. To set standards, and enforce standards, and raise standards, and raise them evermore, was nearly the whole duty of teachers and principals and superintendents and state departments and college presidents. Let me confess that I learned that gospel in my first job, from men who were leaders in their generation, and that for twenty years I never doubted that it contained practically everything needful for educational salvation.

And please note that it was a real and salutary gospel in its day. For American education at the end of the last century had come to be a variegated hodgepodge of un-co-ordinated practices — in school and college alike — which had never undergone any scrutiny from anybody, and many of which were shoddy, futile, and absurd beyond anything we now conceive of; and the Age of Standards — as the period from 1890 to 1915 may come to be called — brought order out of that chaos,

eliminated many incompetent teachers and inadequate conditions and indefensible practices, and vastly improved equipment, curricula, and methods.

This should not be forgotten, and credit should not be withheld or withdrawn from the leaders of those days or from the various agencies they established to set and enforce the standards of which they dreamed; among which may be mentioned the College Entrance Examination Board, the Regents' Examinations, and the accrediting commissions of the several regional associations. These agencies did with notable success a job that greatly needed to be done. And that job, let me add — the job of setting and maintaining standards — must always be kept going, although we can see now, in the light of new knowledge and new points of view, that it should be performed in terms somewhat different from those in which it was originally conceived.

For, of course, it is easy now to perceive that the gospel of standardization in its original form, involving *uniform* standards for all students at any level, was based on a tacit, uncriticized, and unwarranted assumption: the assumption, namely, that all men and particularly all children were equal and alike, or nearly equal and nearly alike, not only in their right of "life, liberty, and the pursuit of happiness," as the democratic doctrine declares, but also in kind and degree of intelligence and capacity. In short, we quite overlooked in

¹Abstract of an address delivered at the Seventy-First Convocation of the University of the State of New York, Albany, October 18, 1935.

²Lehigh University, Bethlehem, Pa.

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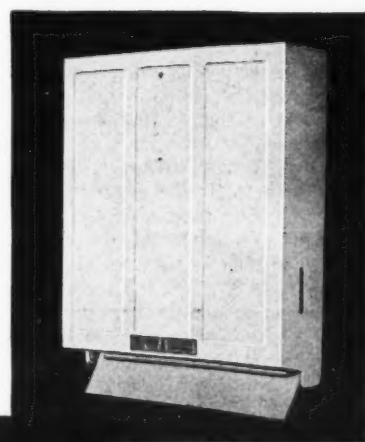
THERE'S no stopping the steady march of the seasons. Nor is there any way of stopping the onslaught of colds and other respiratory infections Winter always brings. *But there is a way to check the unnecessary spread of these and other infectious diseases.* Install Onliwon Towels in every washroom throughout your school system.

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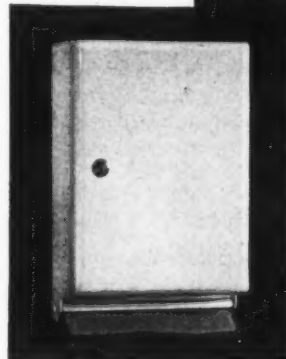
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T H E R E ' S R E A L S A V I N G I N O N L I W O N T O W E L S A N D T I S S U E

(Continued from Page 44)

in the high school. The proportion of those types seems to have been small enough in 1900 so that they could be and were overlooked. Now they cannot possibly escape our attention.

For these types — now the majority! — our generalized uniform standards were all wrong, in that they gave exclusive sanction and exclusive prestige to tasks which were unsuited to their kinds of capacity or impossible for their degrees of capacity or both. As a consequence, our standards have caused, and are still causing, untold damage and untellable misery to vast numbers of children in the elementary schools and in the high schools and even in colleges. They have thwarted and warped and beaten down young lives.

We used to suppose that in providing and enforcing substantially the same kind of instruction for all children we were serving the democratic principle already cited: life, liberty, and the pursuit of happiness for all. But in fact, our uniform and exclusively intellectual standards have deprived a majority of our pupils of the last two of those rights.

The Worst Results

In extreme cases children are provoked — by our standards indirectly — to unsocial rebellion. Senator Copeland has recently emphasized the hideous fact that the present average age of criminals in this country is 23, with the largest age group at 19 and the next largest at 18, and has gently but plainly brought home a partial responsibility for this situation to the schools and their uniform standards.

"The reports of all school systems that have come to my notice," he writes, "reveal an appallingly large number of academic 'failures' in every grade year after year. Authentic testimony indicates that many if not most pre-delinquents are found in these 'failing' groups. Are these failures inevitable or are they due largely to the fact that our curriculum is still so rigid that many of our pupils are confronted with academic tasks which are beyond their abilities [and] irrelevant to their interests and needs, and which foredoom then to what our inflexible academic standards call 'failure'?"

We did not foresee when we made up our beautiful standards and proceeded to enforce them so firmly that we were about to contribute to a wave of juvenile crime! But even worse, because much more widespread, is the less lurid effect on the vast masses of children who are not driven to crime but only to a partial frustration, discouragement, futility, boredom, and various kinds of "escape" — into daydreams or into frivolous and unsatisfying distractions outside of school hours.

Of course this problem, this dilemma, in its present acute form came upon us somewhat gradually as enrollments increased, and if at present we see our way only dimly and partially to a solution, we had at first no light at all upon it. But there was one only too obvious means of relief. As the number multiplied of those for whom our high bookish standards were impossible and disastrous, as the toll of academic failures mounted, we could gently, almost unconsciously, relax the standards. We could stave off, or seem to stave off, the intellectual depression by cheapening our currency. And I think that all of us, schoolmen and college men alike, may as well admit that we resorted in some degree to that cheap-money remedy, that we did lower our original, high standards of intellectual attainment — lowered them both quantitatively and qualitatively. We once read six books of Virgil and sometimes seven or eight; presently we were glad to get through five. And we began to omit certain topics in algebra and certain theorems and problems in geometry as unnecessary and unduly difficult. And our "passing" standard slipped insensibly downward, because we had to "pass" — didn't we? — some respectable and defensible proportion of the students enrolled in our classes.

The Relaxing of Standards

I am pretty sure that it is not entirely a fond delusion of senility that the intellectual requirements, in the strictly academic subjects, of the high school from which I was graduated 36 years ago were appreciably higher than the corresponding requirements of most high schools today. (Granted that in all other respects that old school of mine was immeasurably inferior to our present high schools.) And while the college I represent is,

I understand, somewhat notorious for its "stiffness," we have there now only a few undergraduates who would or could confront the program which my college presented to me when I entered it in 1899; that program consisting of Latin, Greek, Anglo-Saxon, and mathematics. No college in the land could get away with that program nowadays. I am far from maintaining that it was a judicious offering for any freshman; but it was "tough." And I still believe that intellectual "toughness," an exacting demand for somewhat prolonged and intensive intellectual labor, is a fine thing in itself — for those for whom it is fine; that is, for those to whom it presents a bracing challenge rather than an impossible obstacle. I am practically certain that neither in the high school nor in college do we now challenge and stimulate our better bookish minds as effectively as we used to challenge and stimulate them a generation ago. And that is because our first answer, or rather our first concession, to the dilemma of High Standards vs. Individual Differences was to relax standards.

Of course, through these years there were individual teachers and administrators and individual schools and colleges which fought the relaxing process bitterly and yielded only inch by inch. Stern and tough-minded idealists, within the limits of their vision, they held that high academic standards should be maintained at all costs, and that those who could not meet the standards must simply fall by the way, however numerous they might be. And within their limitations those idealists were right. Whatever the solution of our dilemma may be, to lower standards is not the answer. That process impairs — has impaired — the value of our schools for our better bookish minds, who are certainly one of our chief responsibilities; while it entirely fails to meet the needs of the rest of our clientele — except perhaps their need for passing grades and credits and diplomas.

Yet we must admit the grave limitations in the vision of those academic idealists. For the schools of the people and even the colleges, or at any rate the publicly supported colleges, bear responsibility not only for the better (bookish) minds but also for all the other minds that come to them. The answer that high academic standards must be maintained may be right so far as it goes, but it is clearly far from going far enough. And so we are back very nearly where we started.

The Doctrine of Individual Differences

Fortunately, during this same period the psychologists were mobilizing to our aid through the development of the doctrine of individual differences and of ways of measuring those differences. The concrete meaning of the doctrine itself has been brought home to most of us, I fancy, chiefly through the new kinds of tests which have come into use in schools and colleges since 1918: psychological tests, scholastic and other special aptitude tests, interest tests, personality scales and ratings, and objective achievement tests. Most of

us have made use of these tests with some hesitation and fumbling and more from curiosity than from conviction; but their results have made it unescapably clear at last that there actually are different degrees of capacity and, moreover, different kinds of capacity, we may almost say different kinds of intelligence, and that the failure of many students to meet our academic standards can no longer be attributed to laziness or obstinacy, but is due to a plain lack of the aptitudes necessary to master the tasks we have set.

Which can only mean that these tasks have been wrongly set for these students. What then? Let us hark back to our standards. As has already been emphasized, those old standards — meaning bookish standards and high bookish standards — are fine for those for whom they are fine: for boys and girls and young men and women possessing a superior degree of scholastic or bookish ability. Our grievous error in this matter of standards was merely that we conceived of a single standard uniformly applicable to the whole school population.

Plainly, then, what we need is *more* standards: many highly differentiated and carefully graded standards, adapted to as many kinds of capacity, and also to as many levels of capacity, as we can identify and reasonably segregate. Each of the new differentiated standards would naturally — like our old standards — carry its appropriate prescription or indication of subject matter or kind and method of instruction and its own norms of excellence, which should be set high within each type and level. All should be given equal sanction, and to each should be accorded its appropriate prestige. And for the stimulation of effort and the demonstration of success within each of the new differentiated standards we shall undoubtedly need to use appropriately differentiated examinations, both old-type, like those of the College Board and the Regents, and new-type, like those of the Educational Records Bureau and the Co-operative Test Service.

Thus, and thus only, shall we succeed in bringing to all children those benefits — first-rate facilities and feasible goals and successful and happy attainment — which our old uniform standards blunderingly sought to bring to all but have actually brought only to one limited group, namely, those who are in some degree bookishly superior.

Two Suggested Policies

It is evident on very brief reflection that this conclusion carried two major corollaries for educational practice:

First, a *very great diversification of programs and methods and goals*, adapted to all classifiable kinds and degrees of individual differences. The theoretical ideal, perhaps, is an individual program built for each individual boy and girl. That ideal we shall never fully attain for practical reasons of administration and expense. But there is no reason why it should not be nearly approached through an adequate increase in the variety of courses and methods of instruction in our existing schools, and in new kinds of schools which should be created, plus a free and flexible utilization of this variety of courses and methods in the interest of each individual. The increased expense could be met from a fraction of the current expenditures of society upon that considerable proportion of crime and destitution which is directly traceable to the malfasances of our old rigid educational system.

Second, a *full development in all schools of guidance activities*, to assist students in choosing wisely among many programs of different kinds and at different levels. These guidance activities will have to include: (1) a well-considered testing program, beginning back in the elementary school and carried steadily through the junior and senior high school (and into college), and making use of all the new kinds of tests; (2) the installation and careful maintenance of cumulative records, by which alone the test results, teachers' grades, and all other available data about each individual student can be brought together for significant interpretation and use; and (3) the provision of adequate counseling service, either through partially specialized personnel officers (such as deans of boys and deans of girls), or through home-room or study-room teachers, or other teachers chosen on account of special aptitude; with reasonable reduction of the teaching schedules of all such counselors to allow for this special service.

(Concluded on Page 73)

TO SCHOOL HE WENT

This Boy

Can we say that he will grow up, complete his education? ... that later he will take his place in the working world ... that he will marry ... grow old among his children?

Will he live a happy, purposeful, useful life? We can hope that he will be among those who do.

But of the American children whose eyes shine with adventure as they enter first grade each fall, no fewer than 13,000 are slain accidentally before they attain the age of 18 years ... before their life really begins.

This is a singularly pitiful part of the wreckage caused by preventable accidents each year in the United States.



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RUSSIA'S TEMPORARY
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SEPARATED FROM
THEIR PARENTS ARE
BEING RAISED BY
THE STATE



Educating Processes always prevail
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School Administration

♦ Dowagiac, Mich. Supt. Carl Horn has prepared a new system of marking pupils, which eliminates the former report card for the first three grades. Under the new system, letters are sent to the parents telling of the progress of the pupils. The new system eliminates unfairness, minimizes cheating, and focuses the attention of pupil, parents, and teacher upon qualities of education that are more important than subject matter.

♦ New York, N. Y. A survey of the public schools has been begun by a special committee, under the direction of Mr. Owen D. Young, of the State Board of Regents. The study, which will cover two years, will be of vast scope, and is made possible by a \$500,000 grant made by the Rockefeller Foundation.

The survey will take up problems such as the demand for school facilities, getting the most for the money spent, adult education, educational guidance for high-school students, and educational projects under the federal relief program.

♦ The board of education of Manhattan, Kansas, recently introduced an innovation which might be followed elsewhere. Five members of the board appeared before the students at the senior-high-school assembly hall and explained to them the physical school plant, its cost and the manner of keeping it in good condition. The meeting proved highly instructive and was believed to instill a higher appreciation on the part of the students of the privileges they are enjoying.

♦ Washington, D. C. A program of part-time employment to provide jobs as playground directors, recreational leaders, and students of public records for 94,000 young people has been announced by Aubrey Williams, director of the National Youth Administration. The activities will be financed from the \$27,000,000 work-relief allotment. Those employed must be between the ages of 16 and 24.

♦ Reading, Mass. The first of a series of classes in adult education has been started, under the sponsorship of the school board. A wide variety of subjects will be offered from which those interested may select sources. Among the subjects are dramatics, handicraft work, home maintenance, music appreciation, English, accounting, mechanical drawing, and home gardening.

♦ Burley, Idaho. The administrative department of the public schools has effected a change in the transportation system this year, through a reduction in the number of school busses from nine to eight. Four low-pupil-capacity busses have been discontinued and their places taken by three busses of larger pupil capacity. The new busses are of steel, provided with the latest safety devices, and their use is expected to insure increased efficiency and safety, while at the same time reducing the cost of transportation.

♦ Burley, Idaho. An increase in enrollment in the schools this year has been met by the employment of an additional teacher, who has been placed in charge of an opportunity room. The class is made up of ten slow-learning pupils, gathered from the respective classrooms. The instructor has had considerable experience with pupils of this type and is capable of handling these pupils with success.

♦ Preston, Idaho. The curriculum-revision program has entered upon its second year of operation. Each teacher in the system from grades one to twelve has a committee assignment as part of the program. Preston has been commended for performing an outstanding piece of curriculum work.

♦ A class in lip reading, under the direction of an experienced instructor, has been introduced as a part of the new winter program of the adult-education project at Evanston, Ill. Other subjects to be offered include aeronautics, rug weaving, radio, sign painting, printing, and automotive mechanics.

♦ The American Legion post, of Ottumwa, Iowa, has voted to continue this year its plan of awarding medals and certificates, which was worked out with a committee of principals and teachers, and extended to the Torch Club of the high school. The local post won first place in the state among nearly 600 posts, largely for its Americanism work, as well as for its sponsorship of school-boy safety patrols. It is reported that not a single traffic accident has occurred since the establishment of the safety patrol several years ago.

♦ The high school at Ottumwa, Iowa, has recently received a complete set of 24 original paintings, the gift of Mr. T. Henry Foster, a business man of Ottumwa. The paintings, which are valued at \$15,000, were previously used as models for two-year calendars published by the firm with which Mr. Foster is connected. The paintings have been hung in the corridors of the high school where they may be seen by students and faculty and the public at large.

♦ Ottumwa, Iowa. American Education Week was observed in the public schools, under the sponsorship of the American Legion post. The program was terminated

at the end of the week, with a city-wide meeting, at which Dr. Irwin Lubbers, of Pella, Iowa, was the speaker.

♦ Ottumwa, Iowa. The school board and the superintendent of schools are engaged in a study for the establishment of a school for child inmates at the Sunnyslope Sanitarium. The proposed bedside school is intended for child patients who must remain in bed and for whom no program of education has been provided.

♦ A radio program is being offered each week in the public schools of Kansas City, Mo. The program is conducted regularly on Tuesday of each week, from 5:30 to 5:45 p.m., over Station WDAF. The program includes an address of six minutes by some staff member of the school system, and a program of music or public speaking by pupils of the schools.

♦ An anti-noise campaign has been started in New York City, under the direction of Mayor F. H. LaGuardia. The purpose is to reduce noise nuisances through the development of a strong civic sense in each person as to the rights of others in the city.

Noise abatement has been made a topic for instruction in all the public and parochial schools. Speakers were asked to address pupils at school assemblies, and the subject was used as a theme for the drawing of posters in all junior and senior high schools. In civics classes, pupils were asked to list the most objectionable and unnecessary noises in the neighborhood of their schools and their homes, and to discuss what could be done to reduce them. They were encouraged to prevent unnecessary noises in their homes and to seek quiet places for home study. In their out-of-school play activities, pupils were urged to consider others so that there would be a minimum amount of annoyance to neighbors.

♦ Beaumont, Tex. The public schools of the South Park School District opened for the 1935-36 school term with a total enrollment of 3,300 students. This enrollment represents an increase in the senior high school and junior college, but a slight decrease in the elementary schools. It has been noted that there are more pupils in the last grade of the elementary school than in the first grade.

♦ Belvidere, Ill. The public schools conducted demonstration classes in all subjects from the kindergarten through the high school in connection with the observance of American Education Week, November 11 to 17. The demonstration classes were held in a store building in the business district, making use of regular teachers, classes, and techniques, and inviting the public to drop in any time to see the work carried on. The

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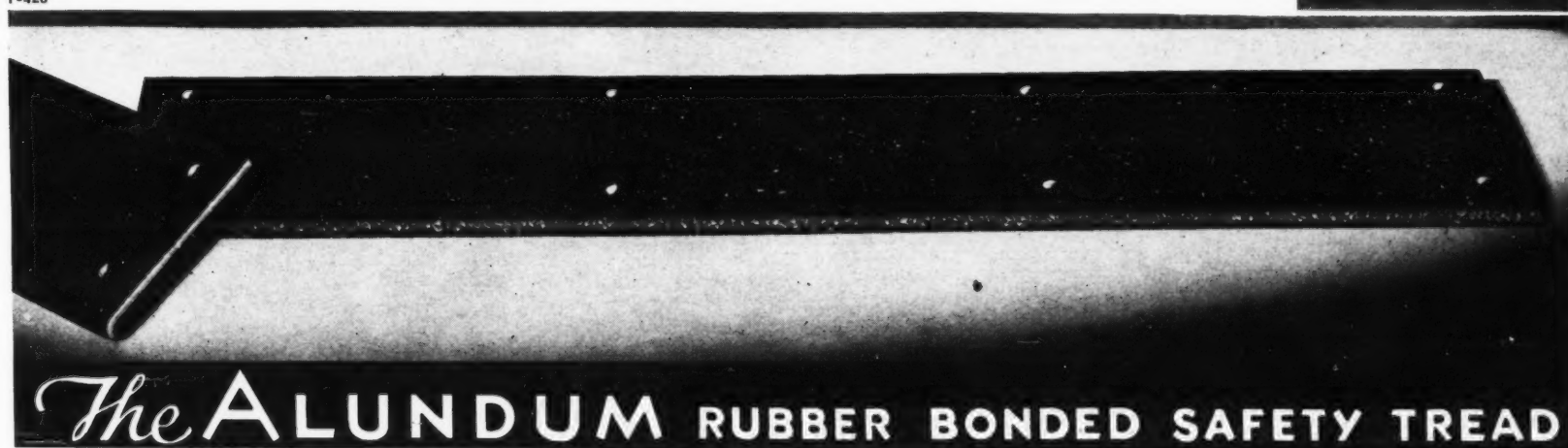
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purpose was to attract a larger number of visitors, by bringing the schools to the public.

♦ Reading, writing, and arithmetic were the mainstay of the "little red schoolhouse." To this trio the modern school has added a fourth—radio, which is an effective tool in teaching the social sciences, music, and other forms of art appreciation.

A principal writing to Pitts Sanborn, director of the Radio Institute of Audible Arts, in New York City, made the following statement: "Radio does hold a very important place in our school life. We feel that it is a great power in carrying education and culture from the school into the home, and from youth to adult life. Radio is used in our social-science classes and also in music classes. This is not only true in the high school, but in the elementary schools. In our music appreciation classes, one period a week is given over to current events at which time reports on concerts are made."

♦ The United Parents' Association, of New York City, in a report recently made public, has criticized the attempts of overzealous public-school principals who seek to achieve perfect attendance records in their schools at the risk of endangering the health of the students. The association has appointed a committee of nine to study the situation and to prepare a report on the results of the study. The action was taken in response to numerous requests on the part of parents that undue pressure for attendance is undermining the health of their children by forcing them to attend when ill. It was urged that punishments and rewards in relation to absence due to illness be discontinued.

♦ Albany, Ga. The administrative department of the public schools has effected a change in the requirements for graduation from the high school. Under the new system, diplomas in home economics and academic subjects are offered, in place of the former diplomas in classical and scientific subjects. The academic diploma specifies nine units, comprising four units in English, two in social science, two in mathematics, one in science. This leaves seven electives to be selected from other courses especially chosen by the student. In addition, a diploma in manual arts and a general diploma are offered. It is the purpose to provide for individual differences of pupils through the offering of the several diplomas.

♦ The board of education of Pasadena, Calif., upon the recommendation of Supt. John A. Sexson, has entered into an arrangement with the board of education of Passaic, N. J., for the exchange of junior-high-school principals for a year. Principal George Hetzel

of the Marshall Junior High School has gone to Passaic, to take the position of Mr. E. S. Holbeck, who in turn, has gone to Pasadena.

♦ Monroe, Ga. The administrative department of the public schools has voted to eliminate formal report cards for the first three grades. As a substitute, parents will receive letters at intervals of six weeks, describing the progress made by the pupils, as well as the difficulties which they may be encountering. A staggered system of making reports has been made so that no one teacher is required to make more than two reports each day. The various items are noted according to a guide sheet which lists the points to be covered. The letters are kept as informal as possible. After a two months' trial of the experiment, parents and teachers have expressed their entire approval with the results obtained.

♦ Seattle, Wash. The handwriting of pupils is receiving special attention in the schools this year, under the direction of Miss Bella Perry, who has been appointed as acting supervisor of handwriting on a part-time basis. Miss Perry will be assisted by Miss Catherine Deasy, a teacher of handwriting. The subject had received no special emphasis since the retirement of the former supervisor about three years ago.

♦ Boston, Mass. A bindery for the reconditioning of schoolbooks has been opened in the Foster School, under WPA auspices. An experienced bookbinder is in charge of a staff of 25 persons. While the project is estimated to cost \$90,000, only \$30,000 has been advanced for the work to date.

♦ Dr. Eugene Elliott, State Superintendent of Public Instruction of Michigan, speaking recently before the Kiwanis Club in Battle Creek, recommended that a state board of education be created from a cross section of school boards of cities in the state to take the office of state superintendent out of politics. He suggested that such a board would prevent such controversies as the recent dispute over the state superintendent's office, which was settled by the court. The appointment of Dr. Elliott by the governor was upheld.

♦ Kaukauna, Wis. The school board has adopted rules governing the use of school buildings for other than school purposes. Under the rules, local organizations and individuals desiring the use of school buildings must make application to the board for a written permit. A fee will be charged for the use of a building for an address, talk, lecture, card party, concert, debate, dance, play, entertainment, or basketball game.

♦ New York, N. Y. The board of education, under

a new rule, has voted to deny a diploma to any high-school student who refuses to declare his loyalty to the constitution of the state and of the nation. The rule was adopted in view of the fact that there is no requirement in the state education law for the granting of a diploma upon graduation. Pupils who satisfactorily complete the course may demand a certificate from the board of regents, but cannot insist on a diploma unless they meet the local regulations, including the loyalty oath.

♦ Marengo, Ill. The school board has passed a rule, requiring that pupils absent for three or more days shall present a certificate of health signed by a physician before being readmitted to school. The purpose of the rule is to prevent the spread of a contagious disease.

♦ Gloucester, Mass. The school board has amended its rule governing the admission of pupils to the first grade. Under the amended rule, any pupil who will reach his fifth birthday on or before March 1, may take the Binet test, and if found to have the mentality of a 6-year-old, may enter school.

♦ Seymour, Conn. The school board has approved new regulations intended to compel hard work on the part of high-school students. Under the new rules, students will be allowed to graduate only upon the completion of sixteen points. Students over 16 years of age, who do not make an honest effort to do good school-work, will be referred to the principal and superintendent, who will present their cases to the school board. The board is to be given the task of determining whether they will be allowed to remain in school.

♦ Pine Bluff, Ark. The school board has rescinded its rule, which required teachers to leave their positions when they married. The action was taken by the board because of an improvement in the economic conditions and the fact that teaching positions are more numerous than they have been in past years.

♦ The board of education at Tarrytown, N. Y., has approved the introduction of a talking-picture program after a five-year study of the plan. One portable projector and 22 reels of pictures make up the first purchase of equipment.

♦ Minneapolis, Minn. The board of education has voted for a five-year five-dollar-a-year salary increase for janitors and engineers. The schedule calls for a five-dollar-per-month annual increase for each maintenance department employee, or a total raise of \$25 a month during the five-year period. Under the schedule, employees of the lowest classification will advance to a new maximum of \$130 a month.

NEW DOCTRINE FOR MONROE

(Continued on Page 24)

Old-Timer saying, "Probably it *would* have been pretty difficult in Monroe." Yes, it was; but, how about your *own* schools? Honest, now; would *you* have the nerve to go ahead? You would? How about the contract this teacher possesses? "Release clause!" Oh, yes? What about your own board, some of whom have almost certainly been elected by friends of the teacher under fire? "My board would back me up, when they heard the way this fellow acted toward children." Are you sure the children would come forward to testify against him; sure their parents would permit them to do so? Sure you, yourself, would wish this type of witness? "Well, there are plenty of graduates who haven't any use for him." Probably so; but has it occurred to you that many of these graduates, while delighting to tell how dreadfully they cut up when *they* were in school, are likely to feel sorry to see the old fellow lose his job; and, "Anyway, I guess I got what was coming to me. Darned if I'm going to get square with him now. Get somebody else." And so on, down the line. Enough of these ways and means; Bill Dobson was pretty nearly one hundred per cent correct in his text. . . . All towns is curious critters! . . . No, Mr. Average Citizen, you don't know the peculiar reactions in schoolwork.

"UNPLEASANT BUT NECESSARY"

On the Monday following the football game with Deckerville, Mr. Hamilton received word from Benkert that a special meeting of the board would be held immediately. Further, he was admonished by his friend to "sit tight, no matter what happens."

"I don't care to say more over the telephone, Mr. Hamilton."

And he didn't. In considerable surprise and greatly puzzled at this unusual summons, Hamilton hurried over to the board room. To him the members spoke pleasantly; yet, he noticed, there was an uneasy, restless attitude on the part of everyone in the room in this executive session.

From one at the end of the table:

"I tell you, Benkert, all sorts of consequences are likely to come out of this. There *must* be some other way out."

"How long have *you* been on the board?" was Benkert's curt reply. "Eleven years? Well, you've waited eleven years to find some other way out of this mess, and you're right back where you started."

"But, . . ."

"The time for 'buts' is past!" exclaimed Towson. "If you haven't nerve to do what you *know* is the thing, you'd better suddenly find yourself a very sick man, and ask to be excused for the rest of the evening. What's the matter with you, anyway? Scared to come out of your corner? I'm telling you" . . .

But whatever else Robert Towson may have wished to add in explaining matters to the mystified Hamilton, was suddenly interrupted by the entrance of Mr. Jackson R. Tyrone.

"What in the world?" thought Hamilton.

"Hello, Benkert. Ah, there, Bob," from the swaggering Tyrone.

"Sit down, Mr. Tyrone, if you please." A gravely courteous Benkert.

What then happened? . . . unpleasant? Yes, thoroughly so. Necessary for the good of the school system of Monroe? We have placed the facts before you.

No, it was not pleasant. It never is. Neither is any other major operation.

As spokesman for the board, Benkert put matters squarely up to Tyrone without mincing words, but as considerately as possible under the circumstances. . . . This had happened, that had happened; not just this year but over a long term of years. It was a fairly drawn indictment, concluding with a definite expression of the board's decision.

Throughout Benkert's statements, Tyrone listened in silence—listened with a mock courtesy, a species of polite attention belieing the ugly sneer that crept across his heavy face. At the end,

"And those are the reasons for dismissing a teacher of twenty-five years' good and faithful service! So considerate of you to offer me a chance to resign! Just the words I would expect to come as a suggestion from our splendid director of education, Mr. Smith B. Hamilton. And to you may I present my congratulations, Mr. Benkert, both on account of your remarkable memory, your ability to twist circumstances to fit your case, and especially this complete exhibition of your well-known willingness to follow the least command of your own particular pet—this man Hamilton!"

Hamilton, amazed at the situation so suddenly developed, half-risen from his chair, an angry protest on his lips at Tyrone's vituperative insinuation,

"Just a moment, Mr. Hamilton!" This from Benkert, who was now standing. "Mr. Tyrone, at no time has Mr. Hamilton even suggested that the board take this step; we are acting solely on our own responsibility. I have related matters only that have come within our own personal observation. I am telling you the truth, that Mr. Hamilton has borne no tales to this board of your own delinquencies; in my opinion he has been far more tolerant, far more sympathetic, far more patient than circumstances have warranted any ordinary man being."

"Sure," exclaimed Tyrone, his wrath mounting at the word. "Sure he has, the way *you* put it! Hasn't the guts to come out in the open, *that* fellow hasn't."

Benkert again, "We'll pass over that remark, Mr. Tyrone. I'm telling you that you may leave Mr. Hamilton entirely out of your present consideration. And again I tell you it is the wish of the majority members of this board that you resign, such resignation to take effect at the first of the year. We want to be as fair with you as possible; we are willing to pay you the balance of your salary for the rest of the school year. We shall make no attempt to keep you from securing some desirable position elsewhere; on the contrary, we hope you will be able to locate in some other town in the nine months thus placed at your disposal. We therefore ask you to recognize the circumstances as we see them, to accept our proposition, and quietly drop out of the picture. That is the best we can do for you; I hope you will allow your own good judgment to show you the wisdom of following our suggestion." And as an afterthought: "I am speaking as a lawyer, as well as a member of this board."

Said Towson, "I am sure it will be all right for you to think this over for a day or two, if you wish."

There were nods of approval from the others.

But Tyrone, white with anger: "Think it over! I don't need to think it over for a second. I won't do it; there's my answer, and you can put that in your pipe and smoke it!"

Towson, his patience utterly at an end,

"We're giving you your chance, Tyrone, and I'm telling you, you'd better take it. If you won't resign, you'll be fired. That goes!"

"Quit?" shouted Tyrone. "Quit? *You* make *me* quit? You and the rest of your gang, you and this beautiful la-di-da superintendent of your's, *you* make *me* get out? *You'll* be the ones who'll get out; you'll get *kicked* out, and that goes for you, too, Hamilton! *You're* going to fire *me*, Bob Towson? Is that so! That'll go over *big* in *this* town, that will! Fire *me*? Try and do it!"

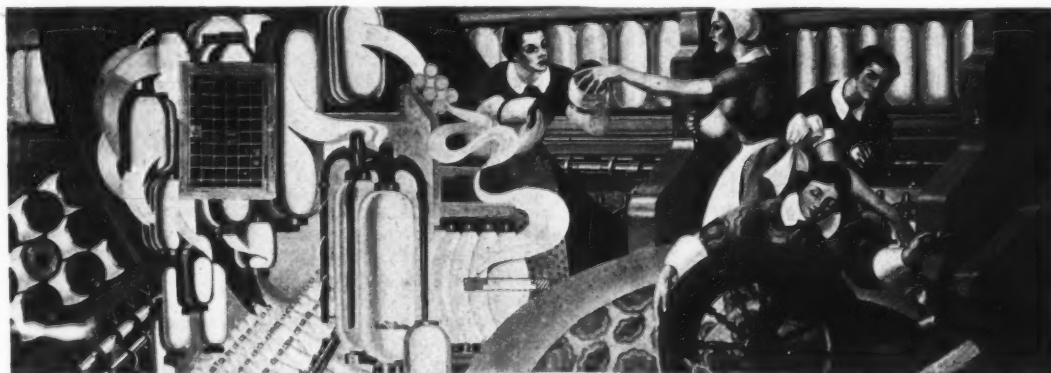
At the door, turning around for a last shouted remark,

"That's what I think of you!" And again, "Try and do it!"

. . . His footsteps echoed in the hall.

. . . Some mess? Well, . . .

NOTE: The adventures of Mr. Hamilton will be continued in the February issue of the SCHOOL BOARD JOURNAL.



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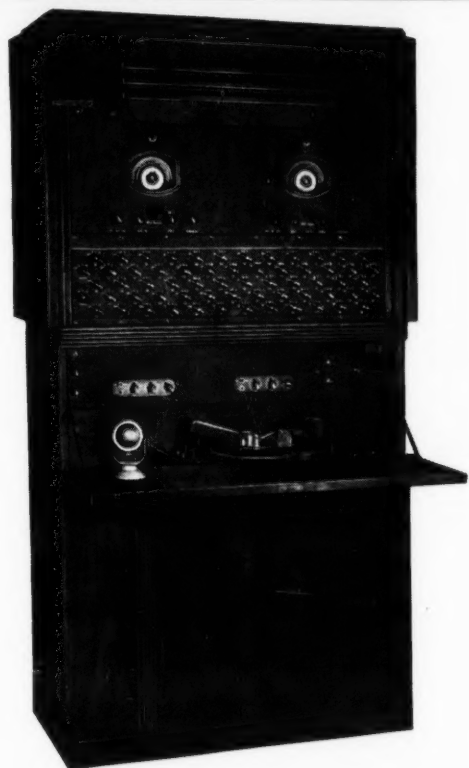


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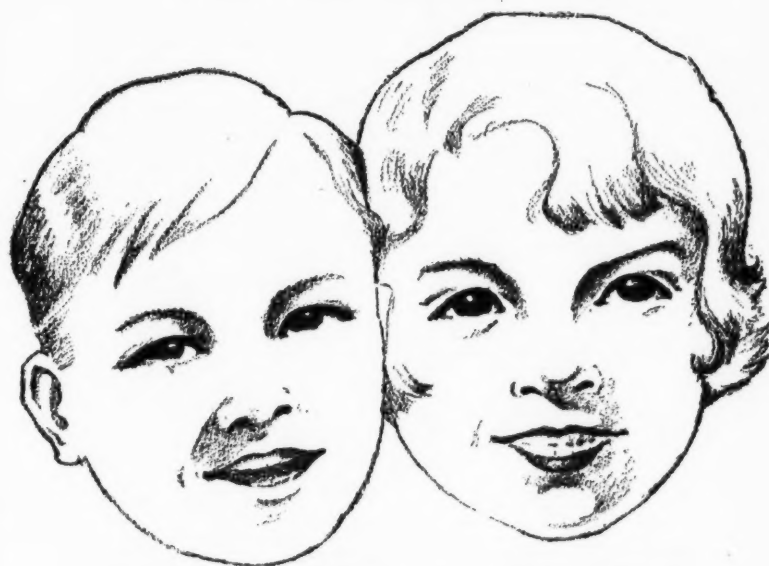
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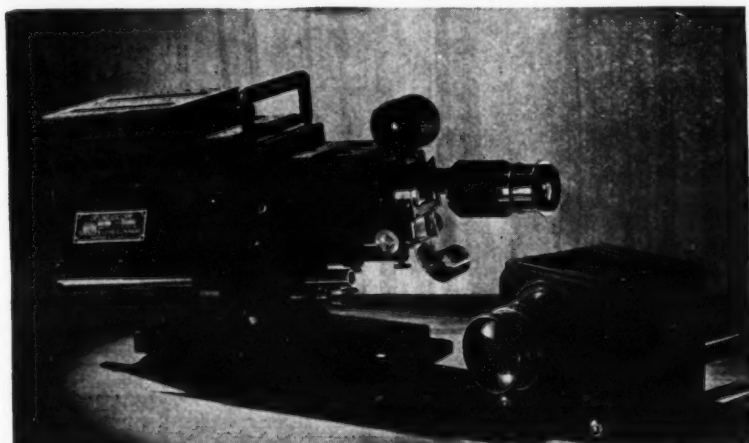
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FEDERAL SCHOOL-BUILDING- CONSTRUCTION AID

Figures released by various governmental agencies in Washington indicate that school-building construction in the amount of more than one-half billion dollars has been indirectly aided by government grants and loans. The following figures have been released as summarizing the allotments of grants and loans under the NIRA act of 1934 and the emergency relief act of 1935.

	Number of Projects	Grants and Loans PWA	Total Cost of Buildings
Educational Buildings.....	3,125	\$325,839,962	\$491,492,791
Secondary schools	2,895	281,296,524	431,830,073
Colleges	187	40,177,609	51,521,527
Other institutions.....	14	2,136,422	3,902,544
Libraries	29	2,229,407	4,238,647

BUILDING NEWS

♦ The board of education at Lincoln, Nebr., has called an election to obtain the consent of the voters for a bond issue of \$775,000 for school-building purposes.

♦ Ottumwa, Iowa. Upon recommendation of Mr. Walter McLain, the school board has voted to continue the regular monthly inspection of all school buildings for the detection of possible fire hazards. The inspections were introduced and are being continued with a view of discovering all possible dangers to life and property, according to instructions contained in the circulars distributed regularly by the New York Board of Fire Underwriters. During the past year, a complete survey of fire hazards was made by the state rating bureau, which resulted in the improvement of a number of conditions noted in the schools.

♦ Mexico, Mo. The voters have approved a bond issue of \$110,000 for school-building purposes.

♦ Ste. Genevieve, Mo. The school board has sold \$55,000 in bonds, the proceeds of which will be applied toward the construction of a school to cost \$110,000.

♦ Plymouth, Mass. The voters have approved a proposal, calling for the erection of a high-school building, at a cost of \$327,000. Funds in the amount of \$138,150 have been provided by the Federal Government, and the voters have appropriated \$189,150.

♦ Southbridge, Mass. The school board has begun plans for the erection of a new school to cost \$255,000. A federal grant of \$102,510 has been provided to aid in the construction cost.

♦ Newark, N. J. The board of education has employed architects for its new high-school building program. The North Side High School will be erected at a cost of \$1,118,182.

♦ Lonoke, Ark. Plans have been started for the construction of a high-school building and auditorium. Application has been made for a PWA loan of \$27,000 and a grant of \$22,091.

♦ Alto, Tex. Plans have been started for a high-school building, to be erected at a cost of \$76,000. Mr. S. Simons, of Tyler, is the architect.

♦ Waelder, Tex. Plans have been started for the construction of a high school, to cost \$80,000. Messrs. Wirts & Calhoun, and Seguin, are the architects.

♦ Roxboro, N. C. A large school-building program, involving a cost of \$170,900, will be placed in operation in Person County in a short time. The largest of the two buildings will cost \$58,500 and will be located southwest of Roxboro.

♦ Owensboro, Ky. The PWA administration has approved a request of the board of education for a grant of \$136,363 to be used for school-building purposes. The Robert E. Lee School will be erected at a cost of about \$100,000.

♦ San Antonio, Tex. The school board has received notice of the approval of its application for a federal grant for a school to cost \$200,000.

♦ The PWA has approved plans for a \$180,000 school building, to be erected in the Wythe district of Elizabeth City County, North Carolina.

♦ New London, Wis. The board has been notified that the Federal Government has approved a federal loan of \$46,000 to be applied toward the construction of a high school to cost \$103,000.

♦ Construction work has been started on four school buildings at Delton, Nashville, Olivet, and Middleville, Mich., at an estimated cost of \$360,000. Part of the construction cost will be financed by the PWA and part by the Kellogg Foundation.

♦ Kennewick, Wash. Bids will shortly be received for the sale of \$55,000 in bonds recently approved by the voters for the construction of a school building. These bonds, with a federal grant of \$56,454, will provide funds for a building to cost approximately \$100,000.

♦ Newburyport, Mass. The school board has received bids for the construction of a new high school to cost \$474,000.

♦ New York, N. Y. The board of education has completed plans for the operation of a large school-building program, to involve an expenditure of \$25,000,000 in federal funds. Eleven of the new schools in the program are under construction, and bids for the first of thirteen others will be received in the near future. The Bayside High School, to be occupied about February 1, will be erected at a cost of \$2,500,000.

♦ Limestone, N. Y. The school district has voted to

issue bonds in the amount of \$80,000 and to accept a federal grant of \$52,400 to construct a new school. The school will contain 15 classrooms and will occupy a nine-acre site.

♦ Shenandoah, Va. Bids have been received for the construction of a grade-school building and auditorium, at an estimated cost of \$60,000.

♦ The school board at Sibley, Iowa, has called for bids on \$55,000 worth of school bonds. The proceeds of the bonds will be used to finance 55 per cent of the cost of construction of two additions to the schools. The remainder of the cost will be financed by the PWA.

♦ El Paso, Tex. The school board has adopted a suggestion of Mr. E. H. Krohn, calling for a complete inventory of all public-school property.

♦ Ottawa, Kans. The voters have approved a bond issue of \$125,000 for school-building purposes. The proceeds of the bond issue will be used to match a PWA grant of 45 per cent for the construction of a new school and an addition to another school.

♦ Golden, Tex. A federal grant of 45 per cent, or \$18,000, has been allotted to the school district to aid in financing a school-building project, estimated to cost \$40,000.

♦ Oregon City, Oreg. The taxpayers of the Milwaukie school district have approved a bond issue of \$65,000 as the district's share of the cost of a junior high school and an auditorium-gymnasium at Ardenwald. The PWA has contributed \$53,180 for the two projects.

♦ The board of education of Houston, Tex., has voted to accept a PWA grant of \$1,719,450 from the Federal Government upon the condition that a \$2,000,000 bond issue is approved by the voters.

♦ Elizabeth, Pa. The school board has advertised for bids on a school-bond issue of \$46,000, as its share of the cost of a high-school building. The PWA has given a grant of \$36,000 toward the cost of the building.

♦ Memphis, Tenn. The board of education has completed plans for the construction of an addition to the Negro school, at a cost of \$65,000.

♦ Walsenburg, Colo. The voters have approved a bond issue of \$69,000, to be applied toward the cost of construction of a new school, to cost \$125,000. Plans have been prepared by Mr. Charles E. Thomas, architect, of Colorado Springs, Colo.

♦ Sidney, Mont. The board of education has received notice of the approval of a federal grant of \$59,000, to be applied toward the cost of construction of a high school. An election has been called to vote on bonds for a part of the construction cost.

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Kewaunee Furniture is pedagogically correct and most efficient from the instructor's standpoint. More students can usually be handled with greater comfort in the same space. Classrooms are made available every period of the day.

Kewaunee Furniture is built to stand hard usage for many years. Often the furniture outlasts the building.

These features lower the school board's investment.

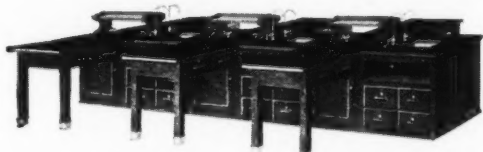
These are a few of the things that can't be covered by specifications, yet their value is so important that no careful buyer can afford to ignore them. It is this extra value that makes Kewaunee Laboratory, Vocational, Library and Home Economics Furniture so overwhelmingly popular with the nation's foremost schools.

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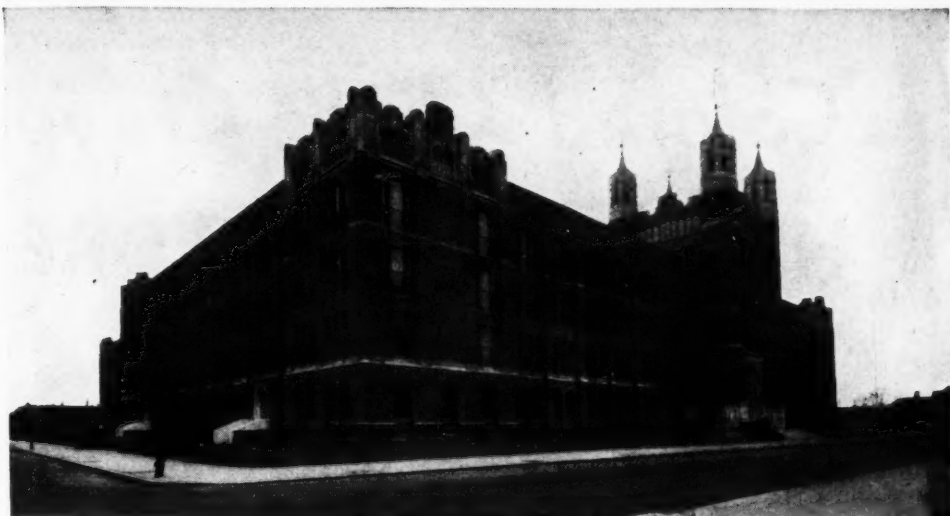
Lincoln Science Desk No. D-503



Chemistry Desk No. D-702 (Metal)



Domestic Science Table No. K-1776



Gillespie Junior High School—Philadelphia, Pa.

Irwin T. Catharine, Architect—Philadelphia, Pa.

RECENT KEWAUNEE INSTALLATIONS

University of Tennessee, Biology Bldg., Knoxville, Tenn.
Beloit College, Beloit, Wis.
High School, Greenwich, Conn.
Pierre Dupont High School, Wilmington, Del.
Howard University, Washington, D. C.
Douglass High School, Oklahoma City, Okla.
High School, San Antonio, Texas
State Teachers College, West Liberty, W. Va.
University of Arkansas, Medical School, Little Rock, Ark.
Henry Clay High School, Lexington, Ky.

Bayless High School, St. Louis County, Mo.
Flathead County High School, Kalispell, Mont.
Dickinson High School, Jersey City, N. J.
Brooklyn Technical High School, Brooklyn, N. Y.
John Carroll University, University Heights Village, Ohio
West Scranton Jr. High School, Scranton, Pa.
University of Detroit, Dental School, Detroit, Mich.
Harding High School, St. Paul, Minn.

New York State School Board Convention

The boards of education of New York State in unifying their efforts are forging ahead in a gratifying manner. The value of proceeding upon collective lines in achieving greater efficiency and momentum along school-administration lines is recognized.

The three-day convention held October 27, 28 and 29, at Syracuse, was attended by over 900 delegates. The program included topics of immediate interest and concern. The men chosen to discuss the current problems were among the ablest in the state. The convention proved a pronounced success and realized all that its promoters promised for it.

An Instructive Program

The builders of the program aimed, in point of subjects and speakers, to bring to the board members not only the latest and best professional thought on administrative problems, but also to deal in a practical fashion with the most immediate and pressing subjects uppermost in the minds of board members. Among these the following are mentioned:

"*Relation of School Support to State Aid and Tax Limitation in Villages*," Dr. Donald M. Tower, Superintendent of Rye Neck Schools, Mamaroneck.

"*Insurance Problems of Village Boards*," Russell M. L. Carson, Trustee, Glens Falls Board of Education, and Chairman, Committee on Insurance and Bonding Problems.

"*School Board Member as Interpreter of Schools*," Dr. Frederick J. Moffitt, Superintendent of Hamburg Schools.

"*Safety and Service Regulations for School Buses*," Ray P. Snyder, Director, Rural Education Division, State Education Department.

"*Liability-Insurance Problems of Boards of Education*," Harold L. Fuess, Trustee, Waterville Central School Board, and President, N.Y.S.S.B.A.

"*Relation of School Support to State Aid and Tax Limitation in Central School Districts*," George G. Preston, Superintendent of Fifth District, Otsego County, Morris, and President, State Association of District Superintendents.

"*Problems of Administration in Common School Districts*," Charles L. Dickinson, Trustee, Virgil Central School Board.

One of the features of the program was a panel discussion in which four directors of the association, Messrs. Cheney, Moore, Golding, and Day exchanged views with three representatives of the State Department of Education and Arvie Eldred, secretary of the New York State Teachers Association. It was recognized that when educators of such high rank can carry on a constructive debate with directors of a state-wide school-board association, it is quite significant and the results can only be beneficial.

A State-Wide School Survey

It was announced that a state-wide inquiry into the character and cost of public education will be made. The task will consume two years' time and will involve a cost of \$500,000. The survey will be under the direction of the state board of regents. A commission consisting of prominent citizens as well as educators has been appointed to assume directive charge of the inquiry.

One of the questions the inquiry will seek to answer is whether high-school education as now conducted gives a program adapted to the majority of young people who attend high school and one which fits them for life activities after leaving school.

The study will include a study of federal aid to learn the influence of federal subsidies and regulations on the range and character of special types of education and determine the policy which the state should follow with respect to seeking or accepting federal appropriations.

Resolutions Adopted

The resolutions adopted by the convention urge that the retiring president be made a member of the board of directors; that the president's term be limited to one year; that the nominating committee consisting of one member from each district be appointed by the board of directors; that the association be incorporated and that Article 2 set forth the object of the same as follows:

"The object of this Association shall be to co-ordinate the activities and interests of the school boards and trustees of the State of New York, to provide information and advice on school board problems to its members and to co-operate with all other educational organizations for the welfare of the children in the public schools of the State together with such additional purposes and powers as may be necessary in the judgment of the incorporators to properly carry out the above purposes."

The resolutions also authorized the president to appoint a committee whose duty it will be to make

a study of the school transportation insurance costs with a view of securing lower school-bus insurance rates on a state-wide basis. The association also favored the compulsory elimination of one-room schools having an average attendance of five pupils, and went on record as opposing any further extension of the teacher-tenure law and ordering the appointment of a committee to study the subject and make report thereon. The resolutions further agreed to oppose a tax limitation upon real estate; that additions be made to the staff of school buildings and grounds division of the State Education Department and that the latter also be urged to provide assistance in the supervision of busses and guidance in the purchase of equipment that will be serviceable and durable.

Election of Officers

The following officers were elected for the ensuing year:

President: Harold L. Fuess, Waterville.
Vice-Presidents: city section, Clyde B. Moore, Ithaca; village section, Edmund E. Day, Bronxville; central section, William H. Golding, Coblesville; rural section, Joseph L. Wilder, Akron.

Treasurer: Homer Browning, Snyder.
District Chairmen: Fred C. Sprickman, Kenmore; Allen S. Perkins, Watertown; Charles D. Ver Nooy, Cortland; Russell M. L. Carson, Glens Falls; Mrs. H. Warren Terry, Jr., Ossining; Mrs. E. F. Hartman, Amityville.

The headquarters of the association are located at Mount Vernon, New York. A. W. Clifford is the executive secretary.

♦ Denver, Colo. The board of education has fixed the annual school budget at \$5,908,367 or an increase of \$593,369 over the 1935 budget. The tax levy will be retained at \$14.60 per thousand dollars, because it is believed that the schools will be able under improved tax collections and the economy program of the school board to hold the expenditures well under the 1934-35 budget appropriation.

♦ The Michigan administrative board's finance committee has approved the immediate release of \$2,000,000 to schools of the state for the payment of non-resident tuition. The Thatcher-Saur law of 1935 provided that the state should pay \$65 for each pupil sent as a nonresident student by any district to a high school. Another distribution of primary-school money, approximating \$4,000,000, will be made later. This will be followed by another distribution of \$7,000,000 in supplementary school aid.

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Personal News of School Officials

- The board of education of St. Louis, Mo., has reorganized, with the election of Mr. JAMES J. FITZGERALD as president.
- The board of education of La Porte, Texas, has reorganized, with the election of Mr. FRED G. GILLETTE as president, and Mr. W. I. NORRIS as vice-president.
- SUPT. U. E. DIENER, of Van Wert, Ohio, has been named as a member of the executive committee of the Ohio Educational Association.
- MR. N. E. MASTERSON has been elected as president of the board of education at Stevens Point, Wis.
- MR. O. W. PLATT has been elected president of the board of education at Milford, Conn.
- MR. ABEL NIEMI has been re-elected as president of the board at Ishpeming, Mich. DR. E. G. ROBBINS was re-elected as secretary.
- The board of education of Burley, Idaho, has reorganized for the year with the election of Mr. LORIN LEWIS as president, Mr. M. W. CROUCH as clerk, and Mr. SIMON LIND as treasurer. MR. LORIN LEWIS and MR. FRANK MANNING were re-elected as members for three-year terms.
- The Supreme Court of New York State recently denied the appeal of Mr. J. RAYMOND HALPIN, secretary of the board of education of Yonkers, N. Y., for reinstatement to his position. Mr. Halpin, who had served in this capacity for eleven years, failed of re-election last May, and he sought an order from the court giving him back his position. The court found that Mr. Halpin was removed legally, although there was no cause for his removal, and no hearing was held by a majority of the board members.
- MR. RALPH R. MCKEE, vice-president of the board of education of New York City, died on October 27, following a heart attack. Mr. McKee had been a member of the board continuously, except for short periods when he served in other public offices, since 1909. He was elected vice-president of the board last May, to succeed William J. Webber.
- WILLIAM F. SEBER, president of the board of education at Troy, N. Y., died on November 5.
- MR. HERBERT L. REEVES, assistant secretary of the board of education at Detroit, Mich., on October 27, celebrated his forty-ninth year as an employee of the board. Mr. Reeves entered the service of the board in November, 1886, as a messenger boy. Later he advanced to clerk, chief clerk, and finally to that of assistant secretary. During his long period of service, he has seen the school system grow from 33 schools, 350 teachers, and 10,000 pupils to 300 schools, 8,000 teachers, and 260,000 pupils. The board's administrative department has grown during that time from two small offices in one of the high schools to a large office building which it has occupied since 1895.
- The board of education of Greenwich, Conn., has reorganized with the election of J. W. CURTISS as president, and LLOYD J. VAIL as secretary. The other members of the board

are Mr. C. W. HUBBARD, Mr. J. F. TOBIN, Mr. L. E. SISSON, and Mrs. J. K. MILLS.

- MR. OTTO KOLSHORN has been re-elected as president of the board of education of Goodhue, Minn. Mr. Kolshorn is entering upon his twenty-fifth year in the position.

- MR. B. B. ELLIS, a member of the grade-school board of education at East Moline, Ill., died at a Moline hospital on November 7, after two years' illness. Mr. Ellis became a member of the board in July, 1913, and had completed 22 years of service.

- MR. WALTER H. NICHOLS, superintendent of schools and principal of the high school at Palo Alto, Calif., died in the Palo Alto hospital on October 10, following a stroke of apoplexy.

- MR. M. A. TRABERT, formerly principal of the high school at Knoxville, Iowa, has become superintendent of schools. He succeeds A. J. STEFFEY, who has become a member of the staff of the state education department.

- MR. LOUIS HAMMERLEA superintendent of schools of Xenia, Ohio, has been named as executive head of the emergency school program in Greene County.

- MR. C. W. BINGMAN has been re-elected as superintendent of the South Park School District and president of Lamar College in Beaumont, Texas.

- DR. W. S. A. POTT has been inducted as president of Elmira College at Elmira, N. Y.

- DR. JOHN A. PAGE, formerly high-school inspector of North Dakota, has become assistant professor of education in the University of North Dakota.

- MR. PAUL F. VIELKER, Democratic holdover to the office of State Superintendent of Public Instruction of Michigan, has lost the contest over the state school office. The State Supreme Court, at Lansing, Mich., in a recent decision, awarded the office to Mr. EUGENE B. ELLIOTT, Republican appointee of Governor Fitzgerald.

- MR. GEORGE E. DENMAN, of Marinette, Wis., has been elected superintendent of schools at Green Bay, to succeed Henry F. Sutton. The election goes into effect January 1, 1936.

- MR. J. WILLIAM BARBOUR, formerly a high-school instructor at Newton, Pa., has become supervising principal of the schools. He succeeds C. W. Shuster.

- MR. CHARLES E. LARSON has been re-elected as superintendent of schools at West Aurora, Ill.

- SUPT. L. A. PACKARD, of Port Huron, Mich., has been given a new three-year contract, with an annual salary of \$5,000 a year. The new contract went into effect September 1, 1935.

- MR. LEE M. THURSTON, formerly assistant superintendent of schools at Ann Arbor, Mich., has been given a leave of absence so that he may accept the position of deputy state superintendent of instruction under Dr. Eugene Elliott, state superintendent.

- MR. DUKE YOUNG has assumed the duties of superintendent of schools at Mc Sterling, Ky.

- MR. STANLEY ADKINS has been elected superintendent of schools at Ely, Minn.

- MR. JOHN E. REARDON, secretary of the grade- and high-school boards at Waukegan, Ill., has been named as one of a group of educators to devise ways and means of solving the difficult problems facing the public schools of the state. The

respective committees will co-operate as far as possible with the educational commission appointed by the governor.

- SUPT. H. E. ILSLEY, of Spirit Lake, Iowa, has entered upon his twentieth year as head of the public-school system.

- MR. WESLEY S. BEADLE, formerly superintendent of schools at East Grand Rapids, Mich., has been made a member of the staff of the state department of education. Mr. Beadle has assumed the duties of supervisor of high schools in the state.

DR. NEULEN HEADS NEW JERSEY TEACHERS

Dr. Leon N. Neulen, superintendent of schools at Camden, N. J., has been elected president of the New Jersey Teachers' Association, following the conclusion of the eighty-first annual meeting of the association in Atlantic City.

Dr. Neulen, who succeeds Dr. Frank G. Pickell, of Montclair, was elected to the presidency after the first contested election in twelve years.

Dr. Neulen is a native of Iowa, and was graduated from St. Olaf College, in Northfield, Minn., in 1916. He holds degrees given by St. Olaf College, and Columbia University. He has served successively as teacher, supervisor, assistant superintendent, and superintendent. He became superintendent of schools at Camden in 1931, succeeding Dr. James E. Bryan, and was re-elected to the position in 1934.

COMING CONVENTIONS

December 4-7. American Vocational Association, at Chicago, Ill. Secretary, L. H. Dennis, Washington, D. C.

December 5-7. National Society for the Prevention of Blindness. Secretary, Mr. L. H. Carris, New York, N. Y.

December 6-7. New England Association of Colleges and Secondary Schools, at Boston, Mass. Secretary, Mr. G. S. Miller, Medford, Mass.

December 26. Ohio Vocational Association, at Columbus. Secretary, Mr. C. S. Hutchison, Columbus, Ohio.

December 26-28. Pennsylvania State Education Association, at Harrisburg. Secretary, Dr. J. Herbert Kelley, Harrisburg, Pa.

December 26-30. Music Teachers' National Association, at Philadelphia, Pa. Secretary, Mr. D. M. Swarthout, Lawrence, Kansas.

December 27-28. American Association of Technical High Schools and Institutes, at Brooklyn, N. Y. Secretary, Mr. R. Breiling, Brooklyn, N. Y.

December 27-28. National Council of Geography, at St. Louis, Mo. Secretary, Mr. William J. Berry, Kalamazoo, Mich.

December 30-January 1. Modern Language Association of America, at Cincinnati, Ohio. Secretary, Mr. F. W. Long, New York, N. Y.

December 30-January 1. American Association for the Advancement of Science, at St. Louis, Mo. Secretary, Dr. Henry R. Ward, Washington, D. C.

January 2-4. Florida Education Association, at Orlando. Secretary, Mr. James S. Rickards, Tallahassee.

January 11. High-School Principals' Association, at Boston, Mass. Secretary, Mr. William D. Sprague, Melrose, Mass.

January 15-16. Association of Nebraska School Boards and Executives. Secretary, Mr. E. J. Overing, Red Cloud, Nebr.

January 16-17. Association of American Colleges, at New York, N. Y. Secretary, Dr. R. L. Kelly, New York, N. Y.

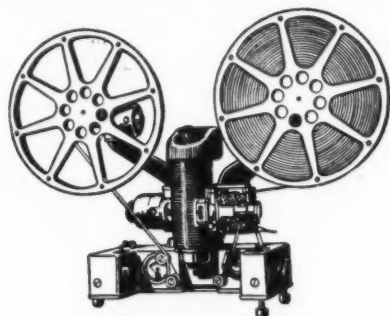
February 4. Association of School-Board Secretaries of Pennsylvania, at Harrisburg. Secretary, Miss Mary E. Robbins, Sunbury, Pa.

PROTECTION RESPONSIBILITY



The planned expenditure of five hundred million dollars for school buildings places a heavy responsibility for the protection of this investment on the shoulders of architects and school board members. More than four schoolhouses per day were destroyed by fire last year in the United States. Absolute protection of young lives and property is provided by the Holtzer-Cabot School Auxiliary System. This alarm, when sounded, instantly calls the City Fire Department because school emergencies require the aid and equipment of trained men. Authorized persons may, however, give drill alarms without summoning the City Fire Department, or sending false alarms; yet positive assurance of municipal aid is provided in case of actual fire. Write for further information.

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Gentlemen:

The following information is requested from the bidders on equipment for the Dobbs Ferry Public School, bids for which were opened Friday, August 9, 1935.

- (c) - Whether the bidder has appropriate technical experience, and if so, a description of some projects which he has carried out satisfactorily.
- (d) - Information as to the name of the surety or sureties offered by the bidder, and in case more than one surety is offered, as to the amount of the security which each is to assume.
- (e) - Statement with respect to the financial status of the lowest bidder; the same to be sworn to by him, and to be attested by the board of directors. The statement is to be brought down to date at the time the statement is made, and to show that the financial condition is as good as or better than at the time the statement was made.

The following information requested by the Board of Education:

- (1) - What portion of the work is proposed to be done by contractors or materialmen under present conditions?
- (2) - Length of time engaged in business, name, and location of a permanent place of business.

- (3) - The labor similar character and magnitude completed by your organization or the members thereof within the past five years, names of architects, amounts of respective contracts.

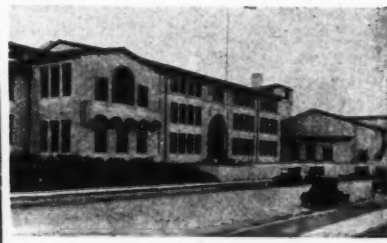
- (4) - Names of persons qualified to judge the work done for the school listed above.

- (5) - Copy of balance sheet showing current financial position. Attention is called to the fact that the Board will require that the Contractor be possessed of enough liquid capital to assure completion of the contract without interruption of work, and to the fact that the Contractor must have sufficient working capital to pay the bills of the school.

Note: Sections A, B, C, D, E, are required by the F.W.A. Please keep information from that section separate from information, items 1, 2, 3, 4, 5.



Evander Childs, N. Y. City



Horace Mann School, Los Angeles, Calif.

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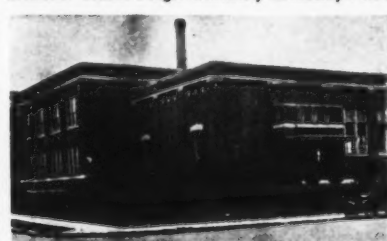
PEABODY SEATING CO.
NORTH MANCHESTER, IND.



Omaha Tech. High School, Omaha, Neb.



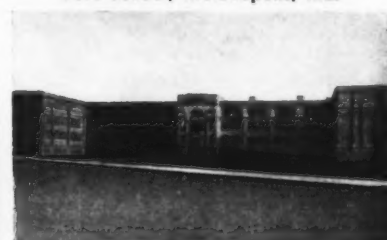
High School, Charleston, W. Va.



Park School, Indianapolis, Ind.



Northeast High School, Kansas City, Mo.



John Adams High School, New York City

Litigation Concerning School Fire Insurance

(Continued from Page 41)

ance. It follows that the respondent herein, in her capacity of county superintendent of schools of San Bernardino County, properly refused to approve the petitioner's warrant for the premium upon its void insurance policy. The judgment is affirmed.

A different phase of the use of mutual insurance arose in Erie, Pennsylvania.¹² The directors of the school district of the city of Erie determined to insure certain buildings, and proposals for such coverage were requested. Among the various proposals was one from a mutual company, and under the terms of its contract in addition to the premium itself, there was a further contingent liability by the school district limited to five times the initial payment. Taxpayers filed a bill against the school district to restrain the acceptance of any of the proposals, and the school district in its answer showed that all proposals had been rejected, except that of the mutual insurance company, which proposal would be approved if legally permissible.

In this case "the lower court held that this kind of insurance (in a mutual company) was the type that a school district could not accept and a permanent injunction against the district was issued. The school district and the defendant, The Mutual Fire Insurance Company, filed separate appeals. The legal question involved the right of a school district to insure its property in a mutual company against loss by fire. In the School Code of 1911, Section 634, expressly authorized directors to enter in insurance contracts. In 1925, this section was amended to permit policies to be taken out with any mutual fire-insurance company duly authorized by law to transact business in Pennsylvania. The lower court held that the right to insure in mutual companies granted in 1925 was in conflict with the Constitution (Article 9, Section 7), which forbids any municipal subdivision from loaning its credit or becoming a stockholder in any company, association, or corporation. Dillon¹³ states that

As an incident to the power to erect schoolhouses, the municipality has the right to contract for fire insurance on these buildings, and having the power to insure them in a corporation organized on the mutual plan under the laws of the state in which the municipality is located. The giving of premium notes for losses incurred by such company on other insurance is neither a loan of the municipality's credit, nor the owning of its stocks and bonds, in violation of constitutional provisions.

In a New Jersey case¹⁴ this conclusion was reached, where a limitation on municipal power similar to that in Pennsylvania was found. Here it was stated in part

The scheme of mutual insurance in such association does not fasten on the members any liability which municipal corporations may not with reasonable safety assume, for the limit of obligation is always fixed at the time the insurance is obtained, and is rarely enforced beyond what is charged for insurance on the nonmutual plan.

This reasoning met with approval in an Oregon Case¹⁵ although the payment of the premium was slightly different.

In reaching its decision the Pennsylvania court reasoned:

Our constitutional provision was designed to prevent municipal corporations from joining as stockholders in hazardous business ventures, loaning its credit for such purposes, where not in pursuit of some governmental purpose. The taking of insurance in a mutual company with limited liability is not within the inhibition for the district, does not become strictly a stockholder, nor is it loaning its credit. It agrees to pay a fixed sum, and can be called upon for the total only in the case of some unusual catastrophe causing great loss. Until this contingency arises it is required to advance but a small proportion of the maximum, and is, in effect, loaned credit as to a possible future demand by the company for the balance which may become payable. By the terms of the policy the district did not assume responsibility for losses of others insured except as to a named and limited amount.

This opinion has played an important part in succeeding cases. A 1934 case in Wyoming¹⁶ in-

icates its use as a precedent. In this case the question raised was, Could a school district insure under a mutual fire policy, which provided for contingent liability equal to and in addition to the amount of the annual premium, without violating a constitutional provision prohibiting a state or political subdivisions from loaning credit or making donations to individuals or subscriptions to capital stock of associations or corporations, where it is not shown that ultimate liability was disproportionate to ordinary fire premiums?

In this case the school district undertook to insure its buildings with fire-insurance companies which were mutual companies. It agreed to pay an annual cash premium of \$48.50 for a policy of \$5,000 and assumed a contingent liability of an assessment for an equal additional amount, the policy provided that

The mutual liability of each member of this company for the payment of losses and expenses not provided for by the cash fund shall be a sum equal to and in addition to the amount of one annual premium.

The question argued was whether or not the contract in question violated the state constitution which reads as follows:

Neither the state nor any county, city, township, town, school district, or any other political subdivision, shall loan or give its credit or make donations to or in aid of any individual, association, or corporation, except for necessary support of poor, nor subscribe to or become the owner of the capital stock of any association or corporation.

In holding that this constitutional provision had not been violated, Justice Blume reasoned:

It may be inadvisable for a school district to insure its property in a mutual company when it is subject to an assessment in addition to the fixed premium and it may be conceded that, when the contingent liability of the district is an unlimited amount under a contract of insurance the constitutional provision above quoted is violated. It has been so held in *School District No. 8 v. Twin Falls County Mutual Fire Insurance Company*, 30 Idaho 400. In this case, however, the contingent liability is limited to an amount equivalent to the fixed cash premium of \$48.50. Insurance contracts of that character have been held not to be a violation of a constitutional provision similar to that quoted above. *Downing v. Erie School District* 297, Pa. 474, 147 At. 239, *French v. City of Millvale*, 66 N. J. Law 392, 49 At. 465.

Justice Blume also quoted the case of *Downing v. Erie School District* as a precedent.

Insurance and Occupancy

Another case resulted from the sale of an old courthouse which was thereafter used as a school-

house. The plaintiff had the building insured as a schoolhouse, and informed the soliciting agent that it was so occupied. The case¹⁷ was appealed from the Circuit Court, and attorneys for the plaintiff and defendant submitted briefs with citations to defend their positions. The opinion of the court follows:

Stevens bought the old unused courthouse of the county, was the owner of it, and took out a policy of insurance on it. At the date of the policy the building was used and occupied and insured as a schoolhouse. The agent soliciting the insurance was taken to the house by Stevens, and it was examined by him, and the amount of the premium agreed upon. During this conversation the attention of the agent was called to the vacancy clause in the policy of insurance, and he told Stevens that the vacancy clause did not apply in the cases of churches, courthouses, and schoolhouses. About two months after the policy was delivered the house was totally consumed by fire.

The insurance company based its defense on the vacancy clause, and on the fact that certain hay was in the building at the time of the fire, and the fact that on one or two occasions certain craftsmen, when water was high in the river near there, would pass a night in the building. It will be noted that the soliciting agent knew that the building was not occupied at night, and that it would not be occupied during the vacation of the school, and the burning did take place during vacation. During the vacation the building was in charge of one of the school trustees. He had a store near the building, and did at one time have thirteen bales of hay stored in it; but the hay was thoroughly baled with wire wrapping, and there were only three bales in the building at the time of the fire, and it is shown that the hay had nothing in the world to do with the burning, but that, in fact, it was the last thing in the house to burn. It is true that craftsmen did once or twice use the building at night while the school was being taught, but as soon as attention was called to the fact it was made to cease; and it is also certain that this occasional night occupancy had nothing to do with the fire.

Under these facts and on the course of decisions of the Supreme Court of this state referred to by the counsel for the appellee, and citations of authorities from other states also cited in those briefs, we think it very clear that this case ought to be, and it is, affirmed.

This survey of litigation concerning the insurance of school property indicates that the number of cases has been comparatively negligible. Of this litigation, only two cases dealt with state insurance-fund laws, one of these being to test its constitutionality. Consequently it appears that insurance-fund laws have thus far been practically free from litigation concerning their possible interpretation.

¹⁷*The Mississippi Home Insurance Company v. Stevens*, 46 So. 245, 93 Miss. 439.

Recent School Law Decisions

Patrick J. Smith¹

Permanent Tenure Problems

A teacher who, after teaching successfully for three consecutive years, resigns at the request of her superintendent, to avoid effect of Teachers' Tenure Law, with the understanding of re-employment, and then is re-employed for three further successive years, is entitled to the status of a permanent teacher, the California District Court of Appeals has said.

"It appears without conflict of evidence that the petitioner successfully served as a teacher in the Siskiyou Union High School District continuously for six full successive school years, unless the purported resignation be deemed to have broken the continuity of her contract, and that she would therefore be entitled to be reinstated . . . as a permanent teacher of the school. We are of the opinion that, the petitioner having successfully served under contract as teacher for three full successive school years, and having been reappointed as a teacher in the same school, she automatically attained the status of a permanent teacher therein. . . .

"The purported resignation was ineffectual, for the reason that it was not made with the purpose of terminating the petitioner's employment, but, on the contrary, was presented with the understanding that it was not to terminate her service, but was offered for the mere purpose of avoiding the effect of the tenure law and upon the definite promise that she would be re-employed. The resignation was procured in that manner by the assurance of Mr. Grant (super-

intendent) that she would be re-employed. At least one member of the board, Mr. Kaupp, testified that he had knowledge of this conversation between the petitioner and Mr. Grant in which she was promised re-employment. A resignation is in the nature of a notice of the termination of a contract of employment and is contractual in its nature. It is ineffectual without the intent of the incumbent to sever the relationship of employer and employee. . . .

"Even though it be deemed that the members of the board did not deliberately procure her purported resignation for the purpose of the tenure law, one of the members of the board having full knowledge of the promise of reinstatement made by Mr. Grant and having immediately followed his recommendation by re-appointing her, we must assume that the board at least acquiesced in the purpose and the promise of reinstatement by means of which her resignation was procured. This would amount to a circumvention of the purpose of the law, and the status of a permanent teacher may not be thus denied." *Sherman v. Board of Trustees of Siskiyou Union High School District* (49 pac. 2nd. 350. Sept. 24, 1935).

Mutual Insurance Permissible

A school district may insure with a mutual insurance company the California Supreme Court has held in the case of *Miller v. Johnson* (48 pac. 2nd. 956. Oct. 3, 1935).

"Appellant . . . contends that section 6-2 of the School Code is unconstitutional in purporting to au-

(Continued on Page 60)

¹²*Downing v. School District of Erie*, 297 Pa. 474.

¹³*Dillon, Municipal Corporations*, 5th Ed., Sec. 976.

¹⁴*French v. City of Millvale*, 66 N.J.L. 392, 49 At. 465, affirmed 51 At. 1109.

¹⁵*Johnson v. School District 270*, Pac. 764, affirmed 273 Pac. 386.

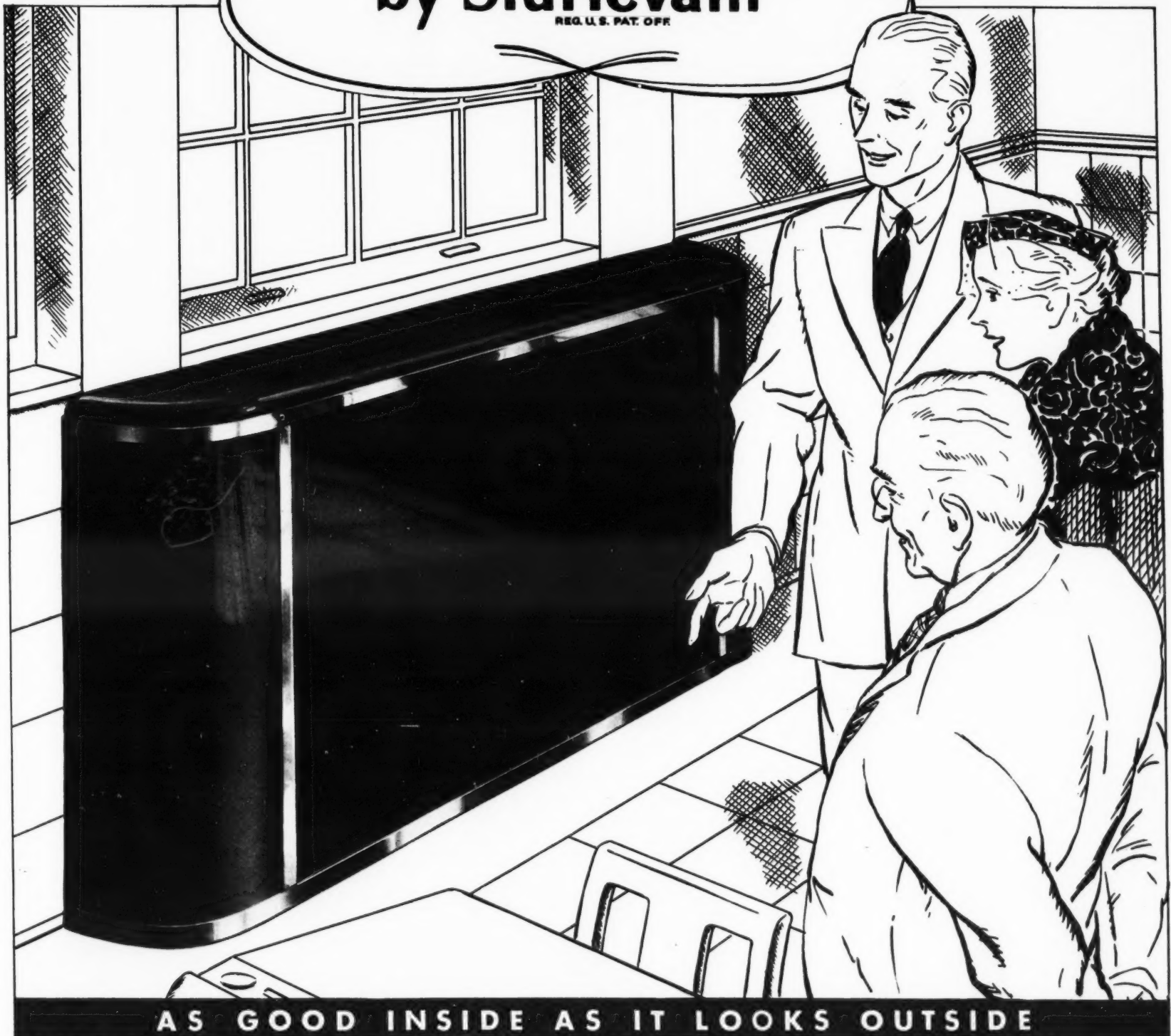
¹⁶*Burton v. School District No. 10, et al.*, 38 Pac. 2nd 611.

¹Supreme Court Law Library, Indianapolis, Indiana.

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(Continued from Page 58)

authorize a political subdivision to become a stockholder in an insurance corporation, and to lend its credit to a corporation in violation of article 4, section 31, and article 12, section 13, of the California constitution. We cannot agree with this view. The mutual fire insurance company issues no stock, and the position of a member is not analogous to that of a stockholder in an ordinary private corporation. As to the pledging of credit . . . an important distinction has been recognized. If the statute or policy subjects the political subdivision to a possible unlimited assessment to meet losses, it is objectionable under such constitutional provisions. . . . But where the assessments are limited, as here, to some such sum as five times the original premium, there is no pledging of credit by the political subdivision. It is simply an arrangement where there is a maximum contingent liability by way of premium, but only one fifth thereof need ordinarily be paid, and the balance is never collected unless some extraordinary losses occur. The lending of credit, if any, is by the insurance company to the public body; and neither the letter nor the spirit of the Constitution is violated by the transaction."

Insurance of Spectators

School district is not an insurer of safety of a member of the public attending a football game. The Washington Supreme Court has so found in a suit brought by the parents of William Juntila against the Everett School District No. 24 (48 Pac. 2nd. 613, Aug. 29, 1935).²

"Young Juntila was at the game in response to the invitation extended by respondent to the public, and he had a ticket entitling him to admission. The respondent owed him the duty to exercise all proper precaution to maintain the field and bleachers in a reasonably safe condition for the use to which they might rightly be put. . . . But respondent was not an insurer of his safety. It owed him only the degree of care that would be expected of an ordinarily prudent person in its position.

"Appellants contend that the respondent failed to meet the standard of care resting upon it by law, in that it should have foreseen that many spectators would crowd upon the back seat of the bleachers, subjecting the railing to a pressure it was not constructed to withstand. This contention would have some force if the railing had yielded to lateral pressure against it

from within. But the railing failed because it was not sufficiently strong to support the downward pressure of the weight of persons sitting upon it, a use for which it was not intended. The rail itself did not break. The nails were sufficient to hold the railing in place as a guard, but not as a seat."

Competence of Bus Driver

Personal liability of committeemen for the death of a pupil, in selecting a bus driver over protests of the patrons of the school that the driver was incompetent is a question for the jury.

The North Carolina Supreme Court had this case before them in November, 1932 (166 S.E. 589). In referring back the court said, "We then said that, 'if the committeemen were not actuated by malice or corruption, there can be no recovery,' and it is not now for us to say whether the evidence engenders such a conviction. It appears sufficient to warrant the inference; hence the case is one for the jury.

"The committeemen knew, as Crowder is quoted as having said: 'Wilson [the driver] ain't fitten for a truck driver.' They also persisted in selecting him over the protests of patrons of the school who openly charged him with recklessness and incompetency. They knew, too, that they were practicing nepotism, which goes to the bona fides of their action. Let a jury of the vicinage say how it is" (*Betts v. Jones*, 181 S.E. 334, Sept. 18, 1935).

Discharge of Superintendent

A superintendent of schools, the Texas Court of Appeals has said, cannot be discharged by a board of trustees which is elected illegally. *Smith v. Morton Independent School District* (85 S.W. 2nd. 853. Rehearing denied Sept. 9, 1935).

"If the voters have the right to elect only two men and the election is so ordered and conducted that six are elected, the purpose of the law is defeated. Neither the election authorities nor the courts can say which two of the six are de jure officers. . . . In our form of government elections must be held by virtue of some legal authority, and an election held without affirmative statutory authority or contrary to a material provision of the law is universally held to be a nullity. . . . an irregularity which affects the merits of the election and defeats the intended legal results is a nullity. . . .

"We therefore conclude that the election of six new trustees for the Morton Independent School District is not authorized by law. The contention is that if the new board cannot be held to have a legal existence, they had a right to control as de facto officers. Since

there is no law providing for a board of seven trustees for the Morton Independent School District, there were no such offices to be filled. There is no such thing as a de facto office. . . . It follows that the so-called new board had no power to declare the contract made between appellant and the regular board void and discharge the appellant . . . and when they as representatives of the district refused to permit him to act as superintendent, his right to sue for damages accrued."

Appeal of Discharged Superintendent

Discharged superintendent must perfect appeal from board of trustees in a reasonable time to preserve jurisdiction in State Superintendent of Schools. *Bear v. Donna Independent School District* (Texas 85 S.W. 2nd. 797. See also same case 74 S.W. 2nd. 179).

The state superintendent has statutory power to formulate rules. The rule formulated for appeals from the board of trustees allows 30 days to prepare and present them.

This rule has the same force and binding effect of a statute.

"The decision of the school board to discharge appellant became final, and not subject to appeal and review, upon the expiration of the period prescribed by the above rule, within which appeals may be taken.

"Appellant did not give notice of his appeal or perfect his appeal within the time prescribed by the above rule, nor did he apply within that time to the state superintendent for an extension of time within which to perfect his appeal. Under such circumstances the state superintendent was without jurisdiction to hear his appeal.

"Even before the promulgation of the above rule the courts had uniformly held such appeals must be taken within a reasonable time, and certainly more than eight months was not within a reasonable time." Rehearing denied, September, 1935.

Transfer of Pupils

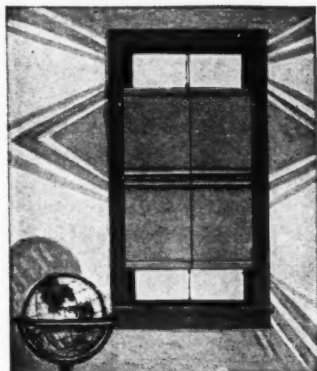
A transfer of school children from one district to another is not limited to those cases where the home district does not teach the desired grade or course of study.

In deciding the case of *St. Louis-San Francisco Ry. Co. v. Choctaw County Excise Board* (48 Pac. 2nd. 312), the Supreme Court of Oklahoma has said: "It is admitted that the appropriations involved are for transfer fees for pupils transferred from a school district where the grades in which the pupils were receiving instructions were taught. Protestant contends that chapter 13, S.L. 1933, and particularly section 2

(Concluded on Page 62)

²For the companion case — *Juntila v. Everett School District No. 24* (35 Pac. 2nd. 78) see *AMERICAN SCHOOL BOARD JOURNAL*, Vol. 90, Number 3, page 39, March 1935.

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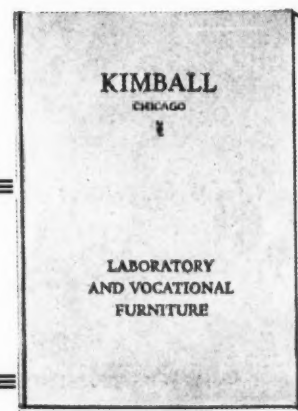
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(Concluded from Page 60)

thereof, precludes the right of a pupil to be transferred from one school district to another, where the transferring district teaches the grades in which the pupil is entitled to pursue his studies.

"We note that the first section of the act guarantees the right of every child to a free common-school education, including high school. The second section authorizes the pupil to attend free of tuition in the district where he resides; it provides further, that if no instruction is given in the district of his residence in the grade which he is entitled to pursue, that his pro rata part of the funds of the district shall be credited to the district to which he is transferred.

"We do not agree with protestant's contention that these provisions exclude the right to transfer for other reasons. The entire act indicates that it was the legislative intent to guarantee a common-school and high-school education to every child, pledging therefor a certain amount of aid by the state when necessary. Section 2 provides and requires that the school officials shall make provisions for a child's pro rata part of its school funds to be credited to a transferee district if the child's grades are not taught in the district of his residence. This would indicate that the law now makes mandatory upon the part of the school officials the allowance of the transfer of the pupil in such case.

"The fact that chapter 13, S.L. 1933, requires the transfer of pupils in certain cases does not necessarily imply that transfers for any other proper reasons or purposes are thereby excluded."

Military Drill Constitutional

Compulsory military drill in a state university is not contrary to the Constitution. The California state supreme court has so ruled in *Hamilton et al v. Regents of the University of California* (55 Supreme Court Reporter 197).

Albert W. Hamilton and others, minors, registered in October, 1933, in the University of California, and fully conformed to all its requirements other than that compelling them to take the course in military science and tactics in the Reserve Officers Training Corps. These minors are members of the Methodist Episcopal Church and believed in, and felt bound by its tenets and discipline in respect to military training. Therefore, at the beginning of the fall term in 1933 they petitioned the University for exemption from participation in the activities of the training corps. The regents refused. The appellants declined to pursue the prescribed course. Thereupon they were suspended and

now seek to mandate their reinstatement upon the premises that such provisions of the State of California, the regents order, and the organic act (act creating University, Statutes 1867-68, p. 248), insofar as they impose compulsory military training, are repugnant to the privileges and immunities clause of the Fourteenth Amendment, the due process clause, or the Briand-Kellogg Peace Pact.

Mr. Justice Butler said, "While, by acceptance of the benefits of the Morrill Act of 1862 and the creation of the University in order to appropriately comply with the terms of the grant, the state became bound to offer students in the University instruction in military tactics, it remains untrammelled by federal enactment and is entirely free to determine for itself the branches of military training to be provided, the content of the instruction to be given, and the objectives to be obtained. The state—as did each of the other states of the union—for the proper discharge of its obligations as beneficiary of the grant (land under the Morrill Act) made the course in military instruction compulsory upon students. . . ."

"Undoubtedly every state has authority to train its able-bodied male citizens of suitable age appropriately to develop fitness, should any such duty be laid upon them, to serve in the United States Army or in state militia . . . or as members of local constabulary forces or as officers needed effectively to police the state. . . . So long as its action is within retained powers and not inconsistent with any exertion of the authority of the national government and transgresses no right safeguarded to the citizen by the Federal Constitution, the state is the sole judge of the means to be employed and the amount of training to be exacted for the effective accomplishment of these ends. . . ."

"The 'privileges and immunities' protected are only those that belong to citizens of the United States as distinguished from citizens of the states—those that arise from the Constitution and laws of the United States as contrasted with those that spring from other sources. . . . The 'privilege' of attending the University as a student comes not from federal sources but is given by the state. It is not within the asserted protection. . . ."

"Taken on the basis of the facts alleged in the petition, appellants' contentions amount to no more than

²Each state has a Land Grant College; Massachusetts has two. Military training is compulsory under the regulations of the respective colleges in all Land Grant Colleges save Wisconsin and Minnesota.

an assertion that the due process clause of the Fourteenth Amendment as a safeguard of 'liberty' confers the right to be students in the State University free from obligation to take military training as one of the conditions of attendance.

"Viewed in the light of our decisions, that proposition must at once be put aside as untenable.

"Government, federal and state, each in its own sphere owes a duty to the people within its jurisdiction to preserve itself in adequate strength to maintain peace and order and to assure the just enforcement of law. And every citizen owes the reciprocal duty, according to his capacity, to support and defend government against all enemies.

"There is no ground for the contention that the orders and laws complained of 'transgresses any constitutional right. . . ."

♦ The campaign of Joseph Lewis, president of the Freethinkers of America, to stop the reading of the Bible in the public schools of New York received another setback recently, when the Supreme Court of the state ruled that the Scriptures are not being read illegally. The court denied a motion of Mr. Lewis to restrain the board of education from permitting religious organizations to use school buildings for meetings. The board's defense that the meetings are held for cultural and not denominational purposes was accepted by the court. The court, in connection with its ruling, pointed out that Mr. Lewis's suit was an attack upon the belief and trust in God. From the founding of the Republic, the court pointed out, such belief has been recognized in state and judicial documents.

♦ The Circuit Court of Cass County, Ind., has issued a mandate, ordering the Peru school board to reinstate Mr. G. W. Youngblood as superintendent of schools. The court ruled that Mr. Youngblood's salary be paid him in full from the date he was dismissed, and that Mr. J. P. Crod'an be removed from the position of superintendent. The court's decision was based on insufficient evidence to support the board's charges against Mr. Youngblood.

♦ Tulsa, Okla. The plans of the board of education for the construction of two high schools and additions to other structures have received a setback, due to a Supreme Court ruling that taxes in the process of collection cannot be carried as an asset against outstanding warrants. The ruling will prevent the board from complying with conditions governing school-building projects under the PWA.

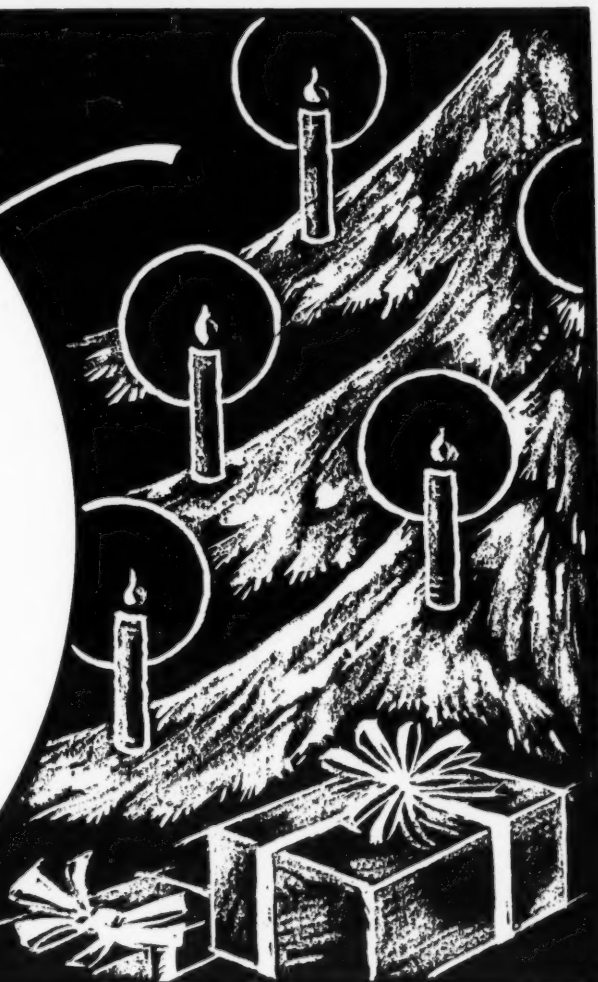
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Book News

Reading to Learn

Book II. By Gerald A. Yoakum, W. C. Bagley, and P. A. Knowlton. Cloth, 444 pages. Price, 92 cents. The Macmillan Company, New York City.

The authors explain quite explicitly the plan of the book. It is intended for use as an information reader designed to help the teacher in "giving him greater skill in the handling of books."

The material is chosen from the storehouses of history, geography, elementary science, nature study, biography, civics, and health. The thought is to omit much of the superfluous material which appears in other books and to emphasize some of the things which are neglected in other texts.

The contents includes the travels of Marco Polo, the story of aviation, how to enjoy a radio, and the miracle of motion pictures. There are also enlightening discussions on why people live where they do, how to avoid being fooled, money and its uses, the use of the dictionary, drugs at their best and worst, etc. A number of subjects are discussed which shed light upon commonplace things in which the average man is usually quite ignorant.

Study Arithmetics

For Grade Three. By F. B. Knight, G. M. Ruch, J. W. Studebaker, W. C. Findley, and W. S. Gray. Cloth, 336 pages. Price, 75 cents. Scott, Foresman & Company, Chicago, Ill.

If it be true that the average school arithmetic is conventional and dry, and can only be of service if vivified in the hands of the teacher, then it may be said that the present volume is a happy execution. The authors have sought to make it a learning tool for pupils rather than a compilation of figures and problems.

Reading difficulties are avoided by a carefully graded vocabulary; topics are related to child life, play, holidays, and home experiences; all of the applications of the four fundamental processes are intended to make these tools automatic in the more complicated and difficult work of the later school years. Much attention is given to self-help and the discovery and correction of special difficulties. Colored pictures, games, puzzles, and special materials for fast workers contribute to the challenging interest of the book.

Tom's Trip

Illustrations by Margaret C. and Florence J. Hoopes. Paper, 40 pages. 20 cents. Silver, Burdett and Company, New York City and Newark, N. J.

This is a delightful picture-book intended for use as a preprimer. On every page, there is a colored illustration dealing with household pets, flowers, and home environment. The total vocabulary of the book is 72 words.

A Lad of Dundee

By Gwen Cuthbert and Elizabeth M. King. Cloth, 189 pages. 75 cents. World Book Company, Yonkers, N. Y.

Here is a children's story woven around a Scotch lad and his kin. The text conveys a true picture of Scotch customs and manner, and does this in an interesting and instructive manner.

A Unit County Plan of School Administration

By Louis J. Kaser, superintendent of schools, Burlington County, New Jersey. Published by Louis J. Kaser, Burlington, N. J.

The author confines his studies to eight counties of New Jersey. In advocating the county unit plan of school administration, he demonstrates the educational advantages and the savings made to the taxpayer.

He contends that the state has retained an archaic system of taxation and distribution of taxes, and points to comparative figures and data to substantiate the argument. The waste entailed in the maintenance of the numerous small districts is clearly demonstrated. Many tables are introduced. He holds that in departing from the district and going to the county unit of school government approximately \$1,350,000 can be saved annually in New Jersey.

Lettering of Today

By W. Ben and E. C. Hunt. Paper, 64 pages. 75 cents. The Bruce Publishing Company, Milwaukee, Wis.

Several years ago, the authors brought out a book showing some 60-odd styles of plain and ornate lettering. They covered the entire range of accepted and popular conceptions of the alphabet of a conservative day. The book has become a recognized standard work on the subject.

In preparing the present volume, the authors have yielded to a tendency to depart from the more conventional which has been manifested during the past five years, and enter somewhat upon the odd, the unique, the bizarre. Thus, 30 new expressions are here presented, which show the possibilities in modernistic

letter formation. The effort, it is apparent, has been to present new forms and yet retain the beauty and the identity of each letter. In this, unquestionably, the artists have succeeded. The new series will find acceptance where the desire may exist for something different in the letter employed for publicity or decorative purposes.

The New Deal

By Gertrude and John Southworth. Stiff paper, 100 pages, illustrated. Single copy, 40 cents. Iroquois Publishing Co., Syracuse, N. Y.

These two popular writers of historical textbooks have given here in very brief narrative and descriptive form what they term (we think justly) "an impartial history of the Roosevelt administration." They have obtained what knowledge is to be had of the New Deal here and there—from radio addresses, news items, government documents, magazine articles, and newspaper comments. In this booklet the facts are summarized clearly and concisely for student, teacher, and general reader.

God's Amazing World

By Dr. Tihamer Toth. Translated by Stephen Chapkovich. Cloth, 190 pages. \$2. P. J. Kenedy and Sons, New York City.

This title is an actual literal description of the contents of the book it names. The author is a professor in the University of Budapest. The translator has done an inestimable service to English-speaking readers in arousing an enthusiastic interest in the marvels of Nature and demonstrating to our reason, again and again, the infinite wisdom of the Creator of this amazing world.

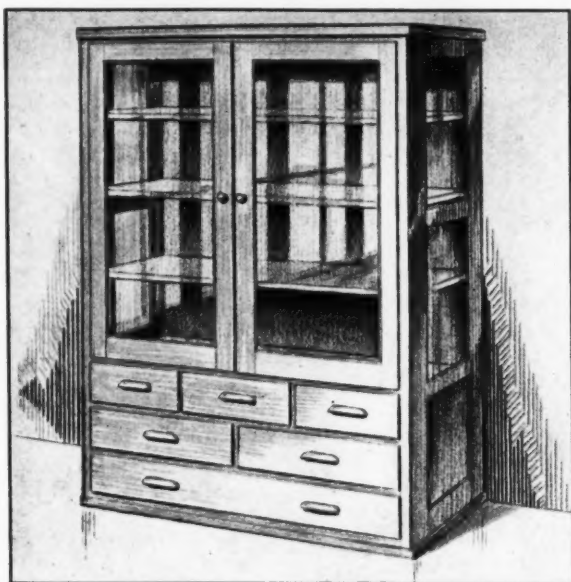
The marvels herein discussed are not the wild imagination of the fiction writer, but the plain facts, which no one doubts, disclosed by the sciences—astronomy, biology, geology, physics, chemistry. From these, the author proceeds to the fundamental laws of the human mind and soul and the reasonableness of faith.

A Practical Study of American Speeches

Edited by Herald M. Dorse. Cloth, 339 pages. \$1.60. The Bruce Publishing Company, Milwaukee, Wis.

While he provides in a somewhat condensed form the essentials on the technique of speech writing and speech making, the editor prefers to introduce the speakers of more recent years and provide extracts from their offerings. Thus, he brings to the fore, a series of the most impressive and eloquent addresses delivered by men and women prominent in our national life.

Part One concerns itself with semiformal and informal addresses, in which the narrative element pre-



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dominates. The authors quoted include such names as President Franklin D. Roosevelt, Ruth Bryan Owen, Jane Addams, Helen Keller, Edward A. Filene, Senator William E. Borah, Mrs. Charles A. Lindbergh, and others. One address deals with the "American School Board," by Ivan A. Booker.

Part Two deals with famous American speeches. The editor here quotes not only the choicest things said by Washington, Lincoln, and Webster, but statesmen of a later period, including Franklin K. Lane, Presidents Theodore Roosevelt and Woodrow Wilson, George Bancroft, and John Temple Graves.

Some of the famous after-dinner speeches made by such men as Chauncey M. Depew, Brander Matthews, Mark Twain, and Dr. Henry Van Dyke are quoted. Famous arguments such as Patrick Henry's speech on the defense of liberty and Booker T. Washington's plea for the Negro race are reproduced. Illustrations of noted statesmen are provided. The several chapters are followed by questions and problems for classroom use.

The Poet's Craft

By Helen F. Daringer and Anne T. Eaton. Cloth, 352 pages, illustrated. \$1.28. World Book Company, Yonkers, N. Y.

A teacher and a librarian have selected 190 poems for high-school students, and grouped them into twelve sections each preceded by an introduction explaining one of the elements of poetic craftsmanship. The divisions of the book are: rhythm, rhythm and emotion, metrical measures, irregular rhythms, length of line, rhyme, pattern and stanza, change and recurrence, word music, pictures in poetry, figurative language, kinds of poetry, and hints on writing verse. A comment of two or three lines precedes each poem.

The method adopted is well calculated actually to teach the poet's craft and to arouse an appreciation of poetry. The selections, as the authors say, are "well within the intellectual and emotional grasp of young people." Nearly all of them are suitable, but not quite all. Here and there we find one that should have been omitted, not because the general conclusions may not be honest, but usually because they contain a word or two or a passage that had better not be read by children.

The Junior Speech Arts

By Alice Evelyn Craig. Cloth, 484 pages, illustrated. \$1.40. The Macmillan Company, New York City.

Teachers who are familiar with the author's book, *The Speech Arts*, for senior high schools will be interested in this new work for the junior high school.

The book gives in full detail a complete course in speech for younger pupils. Control of the voice,

pronunciation, carriage and gestures, choice of words and sentence and paragraph structure for speeches, audience situations, preparing speeches, conducting meetings, conversation in formal and informal situations, debating, acting—all these and many more topics are studied.

SCHOOL-BUILDING NEWS

♦ Yamhill, Ore. The board of education has taken steps for the sale of a bond issue in the amount of \$51,335, the proceeds to be devoted to the construction of a school building. The board has received a federal grant of \$27,415, to be applied toward the cost of construction.

♦ Covington, Ky. The voters have approved a bond issue in the amount of \$380,000 for school-building purposes.

♦ Oregon City, Ore. Construction work will be started shortly on new school buildings to include the construction of a senior high school, the remodeling of the present high school, and the erection of a 9-room elementary school. The buildings will be erected with a bond issue of \$170,000 and a PWA grant.

♦ Las Vegas, N. Mex. At a recent election, the voters approved a bond issue of \$73,000, to be applied toward the cost of a high school. A federal grant of \$49,910 has been obtained to aid in the cost of construction.

♦ Clarion, Iowa. The voters have approved a bond issue of \$80,000, to match a federal grant of 45 per cent of the cost of a new school building. The estimated cost of the building is \$125,000.

♦ Concord, Calif. The voters of the Clayton Valley District approved a bond issue of \$9,000, to be applied toward the cost of construction of a new school. A federal grant of \$8,100, or 45 per cent of the cost, has been obtained.

♦ Pine City, Minn. The voters have approved a bond issue of \$40,000, to be applied toward the cost of the erection of an addition to the high school. The board has received a PWA grant of 45 per cent toward the cost of construction.

♦ Clear Lake, Iowa. The voters have approved a bond issue of \$82,500, to match a federal grant of \$67,500, for the construction of a high school.

♦ Truman, Minn. The voters have approved a proposal, calling for the erection of an addition to the school. The building will be erected with the aid of a bond issue of \$30,000 and a federal grant of \$41,200.

♦ International Falls, Minn. The voters of School Dist. No. 4 have approved a bond issue of \$150,000 for the construction of a school building.

♦ Streeter, N. Dak. A bond issue of \$48,000 has been approved by the voters for the construction of a new school.

♦ Litchfield, Ill. The board of education has taken steps toward the erection of a six-room elementary school. The building will be erected with the aid of a bond issue and a PWA grant.

♦ Chester, Ill. The board of education recently sold an issue of 4-per-cent school bonds, at a premium of \$1,425. The proceeds of the bonds, together with a PWA grant of \$20,000, will be used for financing the construction of a gymnasium-auditorium building. The contract for the construction work has been let and the building is now in course of erection.

♦ Boise, Idaho. The school board has begun a school-building program, to include the erection of a four-room addition to an elementary school, the construction of a gymnasium-auditorium, and the erection of a 50-room junior high school. The three projects will be erected with the aid of PWA funds and will involve a total cost of \$500,000.

♦ Denbigh, Va. The voters of Warwick County have approved a bond issue of \$66,000, to be applied toward the cost of construction of a county high school at Morrison. The board has received a grant of 45 per cent, or \$54,000, from the Federal Government.

♦ Buffalo, Minn. The PWA has approved a federal grant of \$78,300 to be applied toward the construction of a high school, estimated to cost \$150,000. The voters have approved a bond issue of \$50,000 to match the federal grant.

♦ Alpena, Mich. The board of education has received notice of the approval of a PWA grant of \$180,000 to be applied toward the construction of a 12-room grade school.

♦ Springfield, Ill. The school board has voted to call an election to obtain the consent of the voters for an increase in school taxes to permit the operation of a school-building program, estimated to cost \$900,000.

♦ Gulfport, Miss. The Federal Government has approved a PWA grant of \$390,000 to be applied toward a school-building program consisting of three building projects.

♦ Washington, D. C. The board of education has proposed a new five-year school-building program which is to be presented to Congress in January, 1936.

♦ Reading, Pa. A federal grant of \$209,000 has been allotted to the board of education as part of the cost of construction of the new Southwest Junior High School. Construction work will start about December 15.



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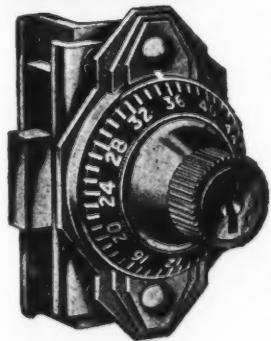
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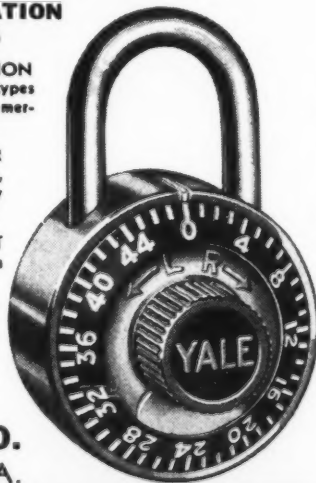
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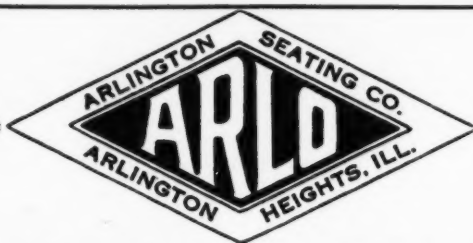
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PUBLICATIONS RECEIVED

Compulsory School Attendance Laws and Their Administration
By Walter S. Deffenbaugh and Ward W. Keesecker. Paper, 96 pages. Price, 10 cents. Bulletin No. 4, 1935, of the U. S. Office of Education, Washington, D. C.

Although the problems of nonschool attendance, together with child labor, do not exist to the same extent as formerly, they still are in need of solution. The present bulletin has been prepared to answer questions concerning school-attendance laws in different states, and to give helpful information to those who seek the further development or improvement in the administration of attendance. The ideal of all children from 6 to 17 years in regular attendance has not yet been attained. According to the last census of 1930, 4,173,951, or 14.3 per cent, of the 29,066,072 children from 6 to 17 years of age are not attending any school.

The study brings out that even though the ideal of school attendance has not been realized, the percentage of such children enrolled in school has been steadily increasing, and attendance on the part of those enrolled has greatly improved. No data is available to show the increase in regularity of attendance, but the number of children enrolled has increased from 72.1 per cent in 1910 to 82.8 per cent in 1930, and to 84.7 per cent in 1932.

The increase in the number of children attending school has been traced to several causes: Thus, the compulsory-attendance laws have become more effective by causing more children to be enrolled in school and by causing better attendance on the part of those enrolled. The compulsory age span has been increased in many states, fewer exceptions have been allowed in recent years, and many of the state laws have been strengthened by requiring attendance for the full length of the term. Other factors are involved. Teachers are better trained than formerly and know how to appeal to the interests of children. Courses of study have been improved to more nearly meet the needs of individual pupils, thus increasing the holding power. Transportation has contributed to better school attendance. Improved health conditions constitute another important factor in the situation. The increased interest of the public in general in education may be regarded as a cause for better attendance.

Class Record Book

By Harry I. Hadsell. Paper, 28 cents. Ginn & Company, Boston, Mass.

The special value of this teacher's record is that it can be used during a half year for either four- or six-week periods. Space is allowed for lesson plans, a seating plan of the class, and an attendance graph.

Music Appreciation for Every Child

By Mabelle Glenn and Margaret Lowry. Paper, 72 pages. Price, 76 cents. Silver, Burdett & Company, Newark, N. J.

A teacher's manual to accompany the same authors' series of progressive lessons in listening to music. The work is limited to grades one, two, and three.

The Economic Outlook in Higher Education for 1935-36

By Henry G. Badger. Paper, 10 pages. Circular No. 148, November, 1935, issued by the U. S. Office of Education, Washington, D. C.

The circular offers a preview of the economic and financial situation among institutions of higher education for 1935-36. The report brings out that every section of the country and each group of institutions representing higher education are looking forward to a better financial year in 1935-36 than it experienced during the year just closed. The anticipated increase in income is general and widespread, but not uniform. Publicly controlled institutions expect a greater increase than do those under private control. Decreases in salary were very few, and most of them were in the private-school group. Staff members receiving less than the most common salary have been given slight promotions. Of 287 schools replying to the question of unpaid salaries, 259, or 90.2 per cent, reported that they had paid their salaries in full. All but four of the 28 institutions in arrears are under private control. Of the entire group, of 28, only 12 were in arrears from 1 to 19.9 per cent, 10 from 20 to 29.9 per cent, and 6 were 30 or more per cent in arrears.

Number Stories Work Book

By W. C. Findley, J. W. Studebaker, and F. B. Knight. Paper, 64 pages. Price, 24 cents. Scott, Foresman & Company, Chicago, Ill.

This exercise book is intended for use in connection with Number Stories, Book I, by the same authors. It provides for correlated seatwork and drill in counting, reading numbers, and adding and subtracting numbers, and in developing the quantitative aspects underlying the leading play-and-life activities of six- and seven-year-olds.

The Teacher's Economic Position

Prepared by the Committee on the Economic Status of the Teacher. Paper cover, 101 pages. Published by the National Education Association, Washington, D. C.

This study is based upon the reports submitted by 2,566 teachers, representing 37 different cities. Their average income for 1932-33 was \$2,043. The study reveals the fact that 94 per cent of the income is from salaries received as teachers and 6 per cent from other sources. The net accumulated assets of women teachers after a 40-year period of teaching is estimated at \$10,000 and that of male teachers at \$17,000.

The study also concerns itself with sex and marital status, living conditions, number of dependents being supported by teachers, types of school positions, length of school service, and the like. It is shown that 65 per cent of the teacher income goes for necessities, 16 per cent to saving, 13 per cent to giving, and 6 per cent to betterments.

Figures, too, are given as to the percentages expended for food, rent, house operation, clothing, taxes, health, transportation, gifts and donations, recreation, etc. The average decrease in the income of teachers is estimated at about 12 per cent.

In discussing incomes needed to maintain desirable standards of living the study says: "Other factors being equal, the per cent of income required for necessities decreases as income increases. To attain the tentative goal of only 50 per cent for necessities in 1932-33, the unmarried women teachers who were not maintaining homes evidently needed an income somewhere between \$2,500 and \$3,500 on the average, while both the unmarried women and the married men who were maintaining homes needed incomes upward of \$4,000 on the average. These figures are based on returns from the larger cities only, and

do not necessarily apply to teachers in small towns and rural areas. They are in sharp contrast, however, to the median salary of \$2,199 reported as paid to all classroom teachers in 65 cities over 100,000 in population in 1932-33."

The study concludes with the statement that the financial stability and security of the teacher rests also largely upon the safety and productiveness of personal investments.

Correlated Handwork

Chicago Public Schools. Bulletin C-H 123. A tentative course in correlated handwork for grades 1, 2, and 3.

The work represents an acceptance of progressive education techniques and is especially well intended for large classes. Correlation with the home activities, play, the seasons, animal life, health, color and design is stressed.

A Study of High-School Failures

By Margaret M. Walker. Paper, 113 pages. Price, \$1. Temple University, Philadelphia, Pa.

This dissertation for the Doctorate in Education, gives the results of a study of failure, based upon data obtained from personal contact with two groups of high-school students. One group comprised students who had failed in two or more major subjects, and the other group consisted of students whose educational achievements were fairly satisfactory.

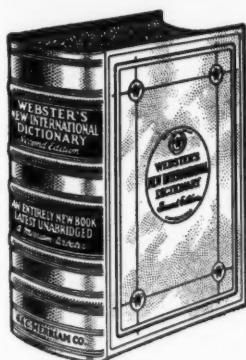
The study revealed that 44 per cent of the failure group were below the normal in intelligence, 55 per cent were normal or above, and 9 per cent were in the superior and very superior classes. On the other hand, only 11 per cent of the comparative group were below normal, 89 per cent were normal or above, while 23 per cent of these were in the superior and very superior class. Sixty-three per cent of the boys and 46 per cent of the girls were over age in the failure group, and 16.6 per cent of the boys, and 26 per cent of the girls were over age in the comparative group. Fifty-nine per cent of the failure group and 50 per cent of the comparative group were found to be emotionally unstable as determined by the Woodworth-Mathews inventory.

In following the educational achievements of the failure group, the students as a whole showed the highest percentage of failure in mathematics, 47 per cent, second in foreign language, 44 per cent, and third in science, 41.3 per cent. Twenty-four per cent dropped out of school because they were discouraged on account of failure, and 15 per cent were forced to leave because they failed to pass 20 points of work in two consecutive groups.

The study confirmed the results of previous investigations. It proved that native limitations, social maladjustment, economic handicaps, lack of a vocational incentive, physical disabilities, and emotional instability are associated with failure. It was revealed that the use of the case-study method had resulted in a reduction of the percentage of failure from 42 to 25 per cent during the two-year period. While other factors may have contributed to the reduction, this method with its comprehensive study and treatment, was believed of the utmost importance. The belief was strengthened that through personal counsel and assistance, the case-study method is the most effective and most greatly needed remedial measure.

A Midsummer's Night Dream

Cloth, 85 pages. Grosset & Dunlap, New York, N. Y.
A motion-picture edition, without editorial or teaching features. Contains nothing to recommend it for school use.



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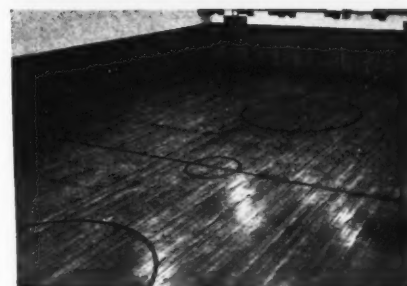
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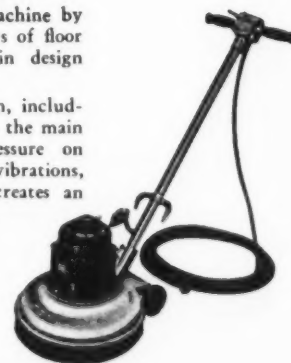
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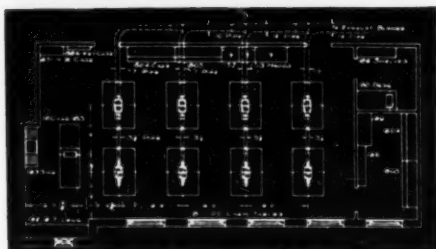
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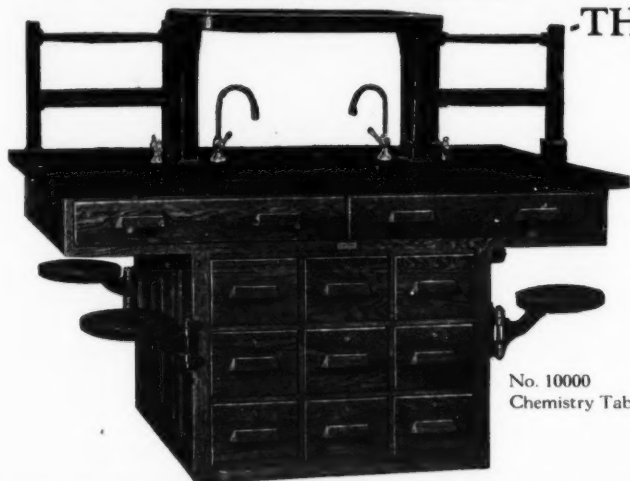
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EDUCATION MOVES AHEAD IN KNOXVILLE

(Concluded from Page 31)

been made of the children in school whose fathers are employed by the TVA and the number was surprisingly large.

Seldom have circumstances so conspired to bring about such marked improvements in the educational life of a community. Knoxville has always been a cultured city. There are a number of old and wealthy families, for this has always been an active industrial center.

The state university has always been the pride of the city. Yet all of these favorable factors would not have improved the local schools materially, if the people had not adopted the city manager form of government, which has acted as a "starter" for many things that are good. Fifteen years ago the government became so inefficient that the good people rose in a spirit of righteous indignation and "cleaned house." The careful selection of school officials which has followed, resulted in changing the outmoded school facilities into a modern system. The people have great faith in the future development of this region under the influence of the TVA. Partisan spirit is at a low ebb. The people are alert and are getting prosperous. Education will continue to move ahead with the city.

FALSE NOTIONS ABOUT SMALLER SCHOOLS

(Concluded from Page 14)

But the thing that is persistently overlooked is the *overwhelming preponderance in numbers of the smaller schools*. The significance of the almost ridiculously small percentage of large schools, for some reason, simply does not sink in. If all the city superintendents came from small schools and if their tenure were no longer

than that in smaller schools, the effect of the sorting on the ability of the remainder would be negligible. If you take a half dozen good apples from a barrel it does not make culls out of all that are left.

My rather extensive acquaintance with superintendents of smaller schools leaves me with the conviction that what they lack as a group is not potential ability. In fact they do not lack active ability as much as some think. Many of them are making heroic achievement that the world at large knows little about. Many others would be doing greater things if properly motivated.

The first thing required to give them proper motivation, in my judgment, is to give them recognition and, through recognition, encouragement. William McAndrew⁴ relates the story of the feeble-minded boy who gripped 13 pounds when his strength was being disparaged and 130 pounds a few moments later when he was being praised. Probably smaller-school superintendents are not so low grade mentally as to require individual encouragement. But they do need the feeling that the cause they represent is a winning cause—not one that is futile or about to be annihilated through the adoption of big-scale management. Of their own accord they will probably find themselves eventually and learn to get satisfaction from furthering a cause even though its importance is not nationally recognized. But they would attain that desirable end much more promptly no doubt with more widespread encouragement.

The second requirement, which is related, is that those in charge of smaller schools need a change of *purpose*. The profession has in the past trained these executives to have as their purpose the obtaining of a city superintendency. In more

⁴William McAndrew, "More Encouragements," *N.E.A. Proceedings*, 1924, pp. 839-44.

than 95 per cent of the cases that cannot possibly be done. Moreover, administrative achievement for smaller schools is bound to suffer when those in charge have as their major purpose not the perfecting of their ability to handle a small school but the improvement of their chances to get into a big one.

The profession must assume some responsibility toward these smaller school executives; they cannot be rightly ignored. Let us first disillusion them of the false notion that they can become city-school administrators. Let us give small schools credit for being places where big things can be done. Let us, as a change for a while, in our training of smaller-school administrators demonstrate the principles of school administration in terms of smaller-school rather than city-school conditions. Encouraged by these special considerations maybe these smaller-school executives will surprise us by pushing the dial of smaller-school achievement around from 13 to 130. Let us do these things not for the sake of the administrators especially but for the sake of the improved kind of education that may be brought to the children of the more than half of our people who still live out-side places of 10,000 population or more.

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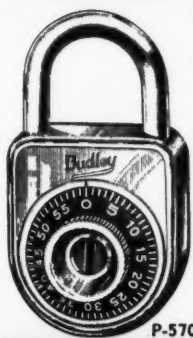
(Continued from Page 34)

in corridors and in rooms on upper floors where the attic space is unfinished. The actual cost of replastering, as compared with the application of insulation board is of little moment, as the cost of both is about the same.

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(Concluded on Page 71)

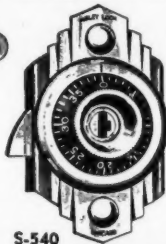
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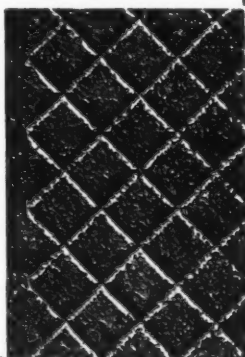
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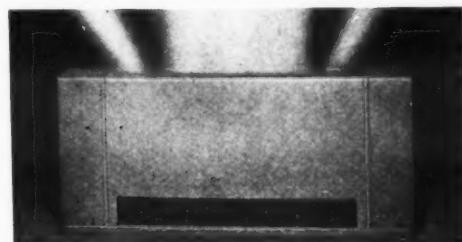
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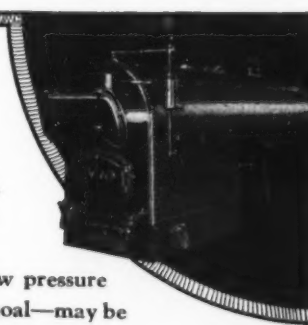
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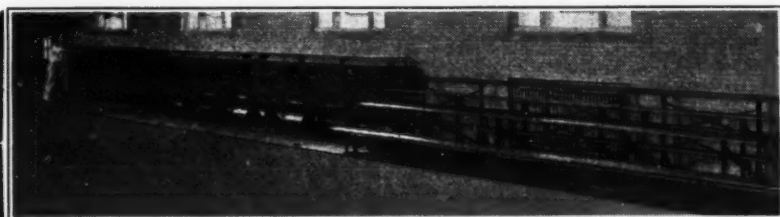
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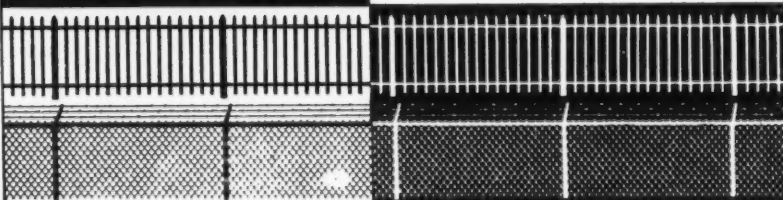
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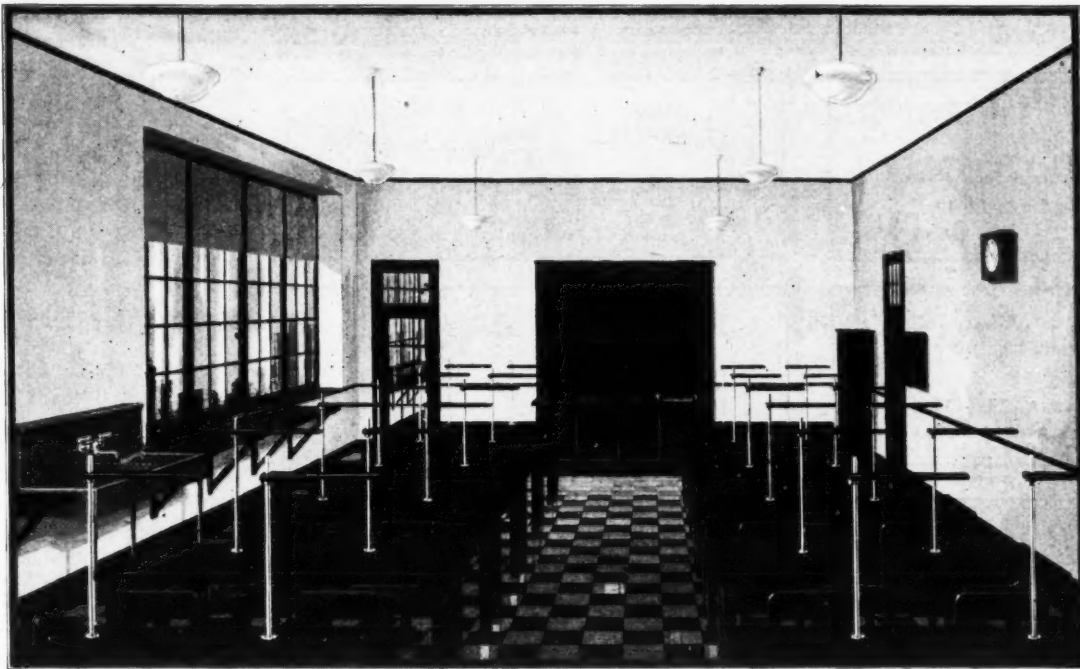
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(Concluded from Page 68)

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Another item that may add considerably to pupil discipline or classroom orderliness is the installation of wardrobe poles and hooks offset on brackets, in place of the coat hooks which are fastened to hook strips and usually placed extremely high. For this improvement the cost of materials is \$50, and the labor installation cost is \$26. The total cost is \$76.

Other items which enter into classroom standardization, but are proportionately smaller, consist of display wires, flag brackets, window-pole blocks and hangers, bulletin boards, and shelving in book-storage rooms.

It may also be of interest to know that the standardization of shelving, although apparently of minor importance, but which has been made a requirement in all buildings throughout the entire Minneapolis school system, adds greatly to the efficiency of storing and arranging necessary classroom materials.

A sufficient amount of properly arranged and properly placed shelving accomplishes a number of desirable ends. It tends to standardize the orderly storage of supplies and materials; it provides for the systematized arrangement of supplies and materials; it removes from classrooms all evidences of disorderliness and disarrangement; it protects the materials and supplies from dust and dirt; and it eliminates the clutter and confusion so apparent when materials and supplies are left on chairs, tables, radiators, window sills, or wherever

space can be found for them.

With plenty of shelving in inclosed cupboards—preferably with glass doors but without curtains to allow for easy inspection—the teachers can be made responsible for the storage, care, and neat arrangement of their teaching materials and supplies.

Inclosed shelving under teacher responsibility is also a great timesaver when cleaning classrooms, especially during the Christmas, Easter, and summer-vacation periods. When the teachers are made responsible for placing materials and supplies in the closets, and for maintaining proper and orderly arrangement, the janitorial employees are relieved of much unmerited censure so often heaped upon them for the loss, careless handling, or soiling of materials and supplies.

In Minneapolis, the standardization of equipment and the systematic arrangement of supplies, materials, textbooks, etc., throughout the school system, has been found to be of great benefit. Teachers, clerks, maintenance employees, janitor-engineers, and pupils have become familiar with these conditions, and when moved from one building to another, or from one section of the city to another, they find themselves at home in the new surroundings and need experience no confusing readjustments.

THE HIGH-SCHOOL BUILDING AT PINE ISLAND, MINNESOTA

(Concluded from Page 35)

instructional rooms. Each of the classrooms, as well as the gymnasium, is fitted with a closed type of lighting units. A complete program bell-and-clock system, intercommunicating telephones, and conduit for radio installation have been provided.

The building has a planned initial capacity of

276 pupils and includes 290 pupil stations. It was erected at a cost of \$81,000, and an additional expenditure of \$3,752 was made for equipment. The cost is estimated at 24 cents per cubic foot including equipment, or \$365 per pupil.

The educational planning was carried on by Mr. George F. Hoppe, superintendent of the Pine Island schools. The building was designed and the construction was supervised by Messrs. Stebbins, Haxby & Bissell, architects, and Messrs. Ekman, Holm & Company, engineers, Minneapolis.

DEMOCRATIC SCHOOL ADMINISTRATION THROUGH A LOCAL SCHOOL BOARD

(Continued from Page 16)

important benefit to be derived from the local school code is that it serves as a record for a new administration. If the period of confusion for a new teacher is costly and wasteful, then the same sort of experience for a new superintendent is even more costly and wasteful. With a constantly shifting personnel on boards of education and among school executives the need for continuity in school policies and procedures is very great. The code would provide the means of securing this continuity.

Code Invaluable to Board Members

A local school code is invaluable to a school-board member in helping him meet his obligations as a member of the board of education. The responsibilities assumed by a man or woman when he or she becomes a member of a board of education are very real and of great importance. In discussing the responsibilities of board members, Almack says: "The board is, of course, the governing body. It is charged with the duty of seeing that the state plan is carried out and that the schools measure up to a rea-

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with the state school laws and with any local rules and regulations under which the schools are operated. Before taking office or shortly thereafter, he should go over the law carefully and inform himself as to his duties and obligations."¹¹

The question immediately arises how can a new board member learn what his duties are? How can he readily become familiar with the state laws and the workings of the local school system? He more than likely comes to his position without any previous experience or contact with the school organizations as such. He wants to learn but soon finds out that to become "perfectly familiar" with a school system is a tremendous task. In the absence of a code he learns from listening to the deliberations of the older members on the board and the superintendent, and he learns just about as rapidly or as slowly as they wish him to. In other words, a new board member is at a great disadvantage on assuming his position in doing that which he should do; namely, familiarize himself with his duties and responsibilities. Regardless of how courteous and willing the superintendent and other members are to inform him, he should not have to depend upon them for his information. He should be able to get it in a less personal manner. There should be a common source of information, and he should have equal access to it with the older members and the superintendent. The common source of information should be the Local School Code. As a matter of courtesy, a newly elected board member has a right to expect a copy of it to be placed in his hands before he attends his first board meeting. From it he can readily get a picture of the whole school system, the policies that are in force, the services being rendered, the procedures being followed, the functions defined, the authority located, etc. Without the code, board members are often too much at the mercy of superintendents and in some cases the situation is reversed. In other words, a well-drawn code is a protection to both superintendent and board members. School-board members need a local school code.

Code Makes for Democracy in Educational Administration

How does a properly constructed local school code make for democracy in educational administration? In the first place, such a code necessitates the thinking through and planning of the school system. The mere fact that there are plans makes democracy possible, because an organization without plans must run into chaos or resort to despotism. Democracy necessitates planning. Then, too, the making of these plans puts into operation the democratic principle of sharing. This sharing in and the approval of plans makes for co-operation among the personnel of the system based on not fear and intimidation, but upon interest and understanding. Again, the reduction of the school system to a code tends to make the administration less subjective and more objective. As Dr. Sears would say, it reduces the rule by "man" and increases the rule by "law," that is, makes it impersonal. This is, of course, a definite gain for democracy. And finally, a local school code, like democracy, depends for its success upon general widespread knowledge as to plans and objectives.

A local school code properly conceived as to scope and purpose becomes not only a highly desirable instrument in school administration, but practically a necessity if the implications of democracy are to be realized in educational administration. Surely it is high time for the school autocrat to disappear and the application of democratic principles in educational administration in the United States to become the common practice.

¹¹Almack, John C., *The School-Board Member*, p. 10.

sonable standard of efficiency. The board can delegate the performance of specific tasks to others, but it cannot delegate the final responsibility. A failure or a neglect cannot be explained away by saying that the superintendent did not do his duty, or that the clerk was inefficient. The legal as well as the moral re-

sponsibility for the schools rests squarely upon the shoulders of the board members. Even in a small school the interests of some boy or girl will suffer unless each board member performs his duties with fidelity and efficiency. As a requisite to such performance, the duties must be well known. He should be perfectly familiar

THE BUSINESS OF STATE SCHOOL ADMINISTRATION

(Concluded from Page 38)

nomical units, and some nonessential activities that may be eliminated without injuring the schools. A study of this type should probably be made by a state committee, composed of lay and professional members. The work of this committee should be so planned that a large number of school people and lay members interested in education may participate in some way in the studies made. As progress is made, information should be provided so, that the public may have time to absorb and analyze the proposed changes. The completed study should set up a recommended program based on the needs and the ability to pay. In this way the changes may be made gradually without great disturbances in our schools or without incurring the antagonism of the patrons. The committee should also suggest a plan for financing the program recommended.

A program of this type would not necessarily deprive the district of local initiative and of pride in ownership. The program may be developed in a way that the state will serve in the capacity of a benevolent father to the various school districts, and at the same time retain for itself sufficient supervisory powers to guarantee economical administration. Equalization of effort for the minimum program would make it possible for all to enjoy the benefits of the public-school system without limiting local desires and local effort. Such a program can be put into effect without great difficulty, if the various phases are developed and outlined so that the people may recognize the benefits and advantages of the proposed changes.

ACADEMIC STANDARDS

(Concluded from Page 46)

It may be remarked in passing that any worthwhile guidance program takes money: a small amount only for the cost of tests and scoring; a small amount also for extra clerical labor to maintain the cumulative records; but in large schools a substantial amount to provide the necessary reduction of teaching schedules for counselors. But of course provision for adequate counseling—for making use of the test results and all the other material on the cumulative records in individual guidance—is the nub of the whole matter. Without effective provision for counseling the rest of the program becomes largely abortive. On the other hand, counselors attempting to function without test results and cumulative records at hand must work in the dark and may often do more harm than good.

New Levels and Types of Standards

This, then, seems to be solution of our dilemma: Standards are good, provided we set up different standards for different kinds and levels of capacity, and guide each individual wisely in his choices of the particular standard and program which will challenge and tax, but not overtax, his particular kind and degree of aptitude.

And only by this method can we maintain high standards, high, that is, for each type and level. With only the bookishly gifted aiming at our old bookish standards, we can put those standards back where they used to be and higher. And for the less or differently gifted groups the standards can be high in proportion to the type and degree of aptitude in question.

NEW PUBLICATIONS

A monthly publication, entitled *Building America*, is projected by the Society for Curriculum Study, with headquarters in New York City. The publication emphasizes photographic studies in modern problems. The first number, for instance, deals with the subject of "Food." Corn and wheat fields, and cattle ranches are shown, and pictures describing the secondary industries transforming food products. The illustrations are made

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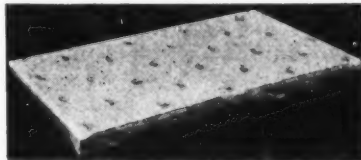
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School Administration in Action

SURVEY OF HOURS, SALARIES, AND DUTIES OF CUSTODIAL HELP, SANTA BARBARA COUNTY, CALIFORNIA

H. C. Rutherford, Orcutt, California

Near the end of the 1934-35 school year, the writer made a survey of the general working conditions of custodial help in the larger schools of Santa Barbara County, California. Administrators were asked to answer the following questions:

1. How many rooms in your school plant?
2. How many custodians do you have, including janitors, bus drivers, mechanics, gardeners, or any combination?
3. Approximate number of hours worked by each during the day and the division of labor. That is, the number of hours spent in janitorial work and number in driving bus, gardening, etc.
4. How many days worked per week.
5. Salary per month: If service is divided, indicate if possible the amount allowed for each service.
6. (a) How many months do your men work per year?
(b) Are they granted vacation with pay?
(c) If so, how much?

Although the data revealed the size of buildings to vary from 8 to 21 classrooms, practically all districts employ two men to care for the building and grounds. The smaller plants, that is, those of 8 to 11 classrooms, make a practice of having one man entirely responsible for work inside the building and a helper who assumes sole responsibility for the garden, playground, and other outside work oftentimes in combination with bus-driving duty. If the school has more than 11 rooms the helper does some inside work in addition to his outside tasks.

The typical janitor in Santa Barbara County works eight hours a day, five and one-half days a week. His salary ranges from \$105 to \$130 per month. The large majority, however, receive the \$130 salary. He is employed on a 12-month basis and is granted two weeks' vacation with pay in all schools with the exception of one which grants three weeks.

Although Santa Barbara County schools vary in individual practice, most of them tend to employ the second men at much lower wages. Helpers' wages range from \$80 to \$130 a month, with a median wage of \$90. Helpers are more likely to work 10 or 11 months rather than on a 12-month basis. As a rule, they are not granted vacation with pay. A possible reason for the shorter working year is that most of the helpers also act as bus drivers. Since there is no need for such service during the summer months, they are not employed by the district. The 12-month man then assumes responsibility for the entire plant during the summer-vacation period.

THE MAP SURVEY

(Concluded from Page 22)

be combined on one sheet, showing the room where each map is located. Of course, if there are several identical maps, one entry is sufficient, with the room numbers indicated in the room column. Form 2 is for this school report. It is quite evident that, if there is only one map of a kind in a school, the school report will have a separate sheet with that one map alone on it. However, such a sheet enables us to locate at once any desired map or chart.

If a complete town or city tabulation is made from these school reports, Form 2 can be used, with these changes: column 6 will carry the total number of each item in all schools combined; and column 7 will show by abbreviations or numbers the schools where the items are located. If a school has more than one of any item, place the proper number in parentheses after the school name, thus: Wash. (3). If such a com-

plete tabulation is made, there is never any doubt as to where any school stands with regard to its map and globe needs. The inclusion of the copyright year and condition in the survey is useful in calling the attention of superiors to the need for replacements when maps become obsolete and badly worn.

School _____		Date _____		Map Survey		Form 2	
Principal _____				Name of map, chart, or globe _____			
1. Kind: Political Physical Statistical	2. Mount- ing	3. Size	4. Copyright Year	5. Published by	6. Number in School	7. Rooms	

One word of caution may be timely. It has come to my attention that certain map publishers have volunteered their services to schools and towns in making map surveys. It is very probable that such offers are entirely sincere and unselfish; but it seems unwise to have the map survey conducted under commercial auspices. It would be only natural for the commercial representative to use the results of such a survey in furthering the sale of his own products. This is not only unfair to competitors, but misleading to school authorities. Besides, the conduct of a map survey is so simple that there is no need to rely on the aid of private agencies to carry it out. If the responsibility for the map-survey report is placed on the classroom teachers, the results will be complete and unbiased. The tabulation of these reports under the direction of the principal will show exactly what each school needs. With such accurate and detailed knowledge, map material can be ordered more intelligently than in the hit-or-miss manner which is too often in evidence.

EMPLOYMENT OF LEGAL COUNSEL BY SCHOOL DISTRICTS

(Continued from Page 27)

same. Attorneys so hired serve a very useful function for the school district and many embarrassing problems can be ironed out and many embryonic lawsuits settled long before they get to a pass involving a district in expensive litigation.

When an attorney is retained upon a fixed salary basis, the board should properly utilize this service to its fullest degree. The attorney should be present at board meetings. He should be consulted as to the form of resolutions. All contracts and proposals for contracts should be submitted to him in advance and a copy of the minutes covering important actions or decisions reached by the board of education of the district meeting should be submitted to him for review. Many districts save the fees of attorneys many times over through an arrangement of this kind.

Occasional Legal Service

Smaller school districts, however, do not need the continued services of an attorney, and in such districts attorneys should be retained by the school officers only when proper occasions arise. When advice is necessary for the construction of buildings, bond issues and other legal procedures with which school officers cannot be expected to be either familiar or to have the time to devote to the same, the board of education or trustees have power, without further action of a district meeting, to retain counsel.

Here again the expense involved must, however, be referred to a district meeting for an appropriation, except that it is assumed that when an appropriation has been made for the con-

struction of a school building both architects' and attorneys' fees are included as a natural concomitant of the erection.

School-district officers may not charge against the district fees for legal services incurred in defending such officers personally. If an election is contested and it becomes necessary for the one declared elected to defend his right to hold the office, any legal service contracted for by him must be paid for by him personally. The school district is responsible for the defense of officers who are attacked in their official capacity for their school acts.

Individual Officers Not Defended

It is not, however, responsible to defend officers who are attacked personally for neglect of duty or misfeasance in office. If the removal of a school-district officer is sought because of alleged misuse of funds or otherwise, any defense upon which he embarks must be paid for personally by him.

In cities, while boards of education have the power to retain independent counsel if specific occasion arises, the corporation counsel serves as the advising officer. In dependent cities where the budget of a board of education is subject to approval by some other body of the city, either the mayor or the common council or otherwise, the board would not have the power to hire independent counsel unless there was money available for such purpose.

In the independent city, however, where the board is responsible for its own budget, an item for attorneys' fees may, of course, be added without further ado.

The law division of the education department, of which I am director, acts, as part of its functions, as a clearing house for legal questions relating to the administration of the education system throughout the State. It cannot represent school districts in legal procedures, but it advises school-district officers, and counsels with attorneys representing boards of education on all matters affecting the provisions of the state education law.



Makes No Difference

Teacher: "Your son is very backward in geography."
Father: "That does not matter. We have no money for traveling."

Choice

Teacher: "Now, Tom, hold your head up and your shoulders back—you'd like to have a fine carriage when you're a man, wouldn't you?"

Tom: "Well, I'd rather have an airplane."

Making It Unanimous

The youthful graduate looked scornfully at the old farmer.

"Your methods of cultivation are hopelessly out of date," he said, with a superior air. "Why, I'd be surprised if you get ten pounds of apples from that tree."

"So would I," replied the farmer. "It's a pear tree."



True, Too!

Sonny was being dressed for school for the first time, between sobs.

"Why, Sonny, little men don't cry," said his mother. Looking up through the tears, Sonny asked: "But why do I have to go to school? I don't know nothin'."

Buyers' News

TRADE PRODUCTS

New Trane Air-o-Lizer. The Trane Company, La Crosse, Wis., has introduced the 1936 model of the Trane Air-o-lizer unit for schoolroom air conditioning.

Its makers claim fourteen points of superiority for it. Among these the most important is the introduction of directional flow grilles, which drive the heated air in any desired direction so that windows and bare-wall spaces may be blanketed with a curtain of heat, eliminating cold spots and drafts. The grilles are composed of a main or control section and two end sections, which may be turned to any desired angle to control the flow of air.



NEW 1936 TRANE AIR-O-LIZER

The unit has ventilated pipe spaces which prevent freezing and increase the efficiency of the heater. One-piece balanced aluminum dampers require a minimum of power for operation, and because these dampers are lined with felt, they close positively.

Multiple fans set on full-floating shafts eliminate noise and vibration. For further eliminating noise, the unit is insulated, and the motor is cradled in felt.

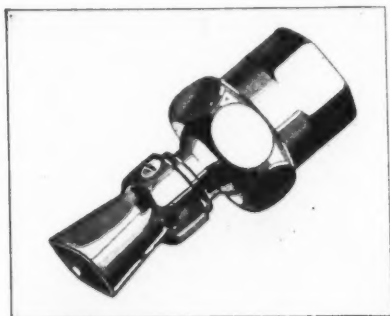
The cabinet design of the unit is also new. It has simple, graceful lines and is so made that the whole interior may be exposed by removing the one-piece front and top panel. The entire cabinet consists of four pieces, the one-piece top and front panel, and the two-ventilation pipe spaces. These are readily removable without the use of tools.

New Ditto Hand-Fed Rotary Duplicator. The Ditto Company, Chicago, Ill., has announced a new light-weight, hand-fed, rotary duplicator for school use.

This hand-fed duplicator makes copies of anything typed, handwritten, or drawn, without the use of stencil, typing, or carbon. It is capable of copying eight colors in one operation, at a cost of less than five cents a hundred copies. It provides a remarkable degree of flexibility, reproducing copies on papers of various weights and sizes with ease and rapidity. It reproduces practically everything, including school bulletins, reports, statements, notices, orders, tags and labels, and books and supplies lists.

Complete information will be furnished to any school official upon request.

Improved Shower Head. A new idea in shower head economy has been developed by the Crane Co., Chicago, Ill. Instead of the common round spray, the new economy shower head provides an elliptical outlet which directs all the water at the bather. Only one third as much water is used as in the common four-inch round spray head. Tests indicate that the reduced amount of water is just as satisfactory to bathers as



NEW CRANE ECONOMY SHOWER HEAD

the old-type wasteful spray. The new head is made of solid brass, chromium plated, equipped with ball joint. It has no perforations to fill up and no places to clog or scale.

Prices and other information are available from the manufacturer.

Nesbitt Heating and Ventilating Units. John J. Nesbitt, Inc., of Holmesburg, Philadelphia, Pa., in a new, illustrated booklet, entitled *Syncretized Air*, tell the story of the comfort and health to be obtained through the use of Nesbitt heating and ventilating units in the classrooms of public schools.

The Nesbitt ventilating system provides an ideal heating and ventilating unit, which ventilates the classroom without the danger of cold drafts. Tested under

actual classroom conditions, it has revolutionized the art of classroom ventilation and provided new standards of comfort with maximum economy.

The Nesbitt system employs the use of a "syncretizer," with two controls — one for the customary room temperature, and one, the unique Nesbitt air-stream minimum temperature control. The Nesbitt system insures a prescribed minimum capacity of outdoor air, or 10 cubic feet per minute per pupil, under any condition of temperature.

The syncretizer attains the greatest possible economy of fuel. It is so adjusted that it mixes room air and outdoor air, without heating expense, to produce an air-stream of 60 degrees temperature. The unit is capable of saving up to 85 per cent of the fuel used for ventilating by the old type of unit.

Complete information will be furnished to any school official, or architect, upon request.

New Vestal Floor Machine. The Vestal Chemical Company, St. Louis, Mo., has announced a new Vestal floor machine for school use, which represents numerous basic improvements over previous designs.

In this new Vestal floor machine, the center of gravity of the mechanical units has been lowered to the extent of recessing the gears in the main casting. This lowered height tends to reduce noise and vibration, and makes for smooth operation. In addition, the



NEW VESTAL FLOOR MACHINE

weight mass has been accurately balanced and centered, insuring uniform working contact of the brush with the floor, and eliminating any tendency of the machine to resist the operator's guidance.

The machine has the motor shaft directly connected to the rotating mechanism with helical gears. These gears eliminate many moving parts and tend to increase the life of the machine. The machine is constructed of heavy aluminum castings, and is fitted with composition wheels, safety switch, chromium-plated steel tube handle, and adjustable length, Underwriters' approved cable.

Complete information and prices are available upon request.

WHY HELENA SCHOOLS WERE DESTROYED

Several school buildings were destroyed at Helena, Montana, as a result of the recent earthquake. Investigation made by competent engineers led to the conclusion that, while the construction method employed was designed for normal conditions, it was not sufficient to withstand an unusual shock.

Mr. H. M. Engle, civil and structural engineer for the Board of Fire Underwriters of the Pacific Coast, made the following comments: "Damage to Helena structures that were of inferior or antiquated construction [and there were many of these] was of the usual sort and offers nothing new to the structural engineer. However, in the lower part of Helena where the damage was probably most severe, a modern, fireproof school not yet occupied was completely wrecked. This building had a reinforced-concrete frame and floors; the tile walls were faced with brick. The construction was at least average and perhaps better — the wreckage cannot be accounted for by the usual alibi 'poor construction.' Although it can be attributed to poor design so far as earthquake resistance is concerned, this is hardly a reflection on the designers, since the design was adequate for normal conditions and conformed to general practice in the Helena district. Previous to these shocks Helena had never been recognized as seismically active."

♦ Oshkosh, Wis. The board of education has adopted a budget of \$481,542 for the school year 1935-36, which is an increase of approximately \$59,000 over that of 1934-35. The larger part of the increase is due to the adjustment of teachers' salaries.

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And to those of you who may not now be enjoying the

efficiency and economy of Wyandotte we also say, "Merry Christmas and Happy New Year!" But we add "The New Year will be happier and more prosperous if you make Wyandotte a part of your business equipment."

It's up to us to prove it, of course. And we will, at your convenience.



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TIMES DO CHANGE!

There was a time, doubtless, when the attire of the gentleman in the picture would have been admired as the very latest thing. There was a time, also when it would have been considered good management to polish or scrub floors by hand methods. But not now! The question is no longer, "Does mechanical floor maintenance pay"?



THE QUESTION NOW IS

Which Mechanical System is Best?



TO WAX, POLISH, SCRUB and DRY SCRUB

Use the FINNELL Polisher-Scrubber, Flexible, silent, powerful. Four models. Interchangeable brush ring makes one size adaptable to large and small areas. Many other styles and sizes of FINNELL Machines. The FINNELL line assures you the right machine for your needs. Demonstration free. For immediate attention wire.

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LONG LIFE AND NEW LUSTRE FOR SCHOOL FLOORS

To make your floors easy to keep clean . . . hard to get dirty . . . use GLOSS-SEAL. GLOSS-SEAL No. 1 is ideal for gymnasium floors. It produces a finish hard enough to stand the terrific wear of slips, slides, sudden stops. It resists the action of rubber burns,—resists acids, alkalis, harsh soaps. An ideal finish also for desks, seats. GLOSS-SEAL No. 7 is excellent for class rooms, halls, wood corridors. Virtually as wear-resisting as No. 1 but more penetrating.

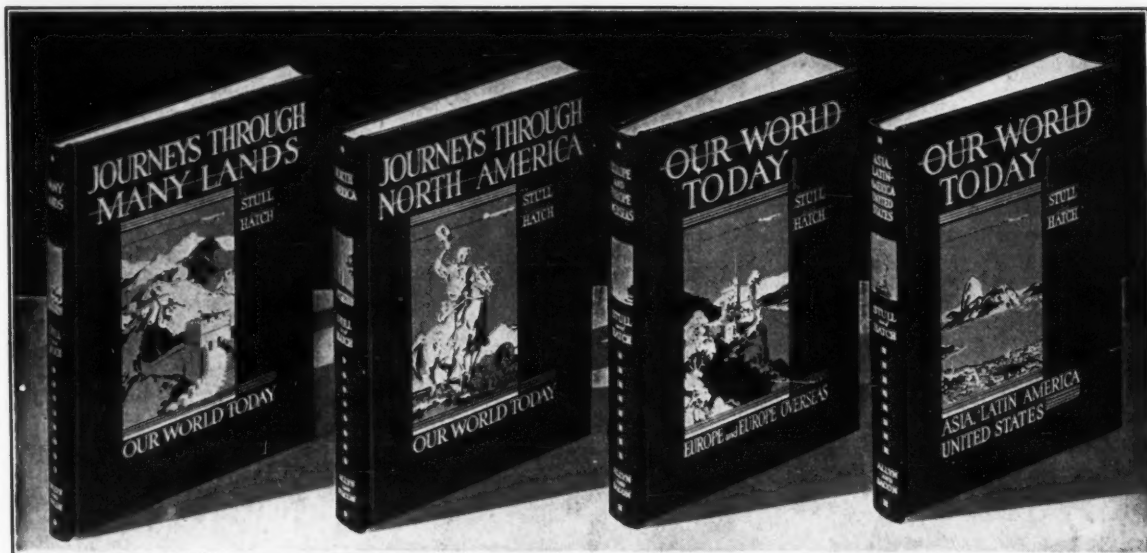
GLOSS-SEAL, No. 9 is an ideal preservative for wood, cement, cork, linoleum floors. Resists ink, moisture, oil and water. Does not darken the surface.

TRAFFIC-SEAL, an exceptional wear-resisting finish for places of heavy traffic: Hard durable surface that will not darken or discolor, and is easily maintained.

With these four finishes FINNELL offers a complete range of floor finishes. Also available is a full line of FINNELL waxes, soaps, fillers, powders. The FINNELL staff of trained floor experts is ready and qualified to counsel with you on all floor problems. For samples of FINNELL products, information about them, or for any other information, address FINNELL SYSTEM, Inc., 812 East Street, Elkhart, Indiana.

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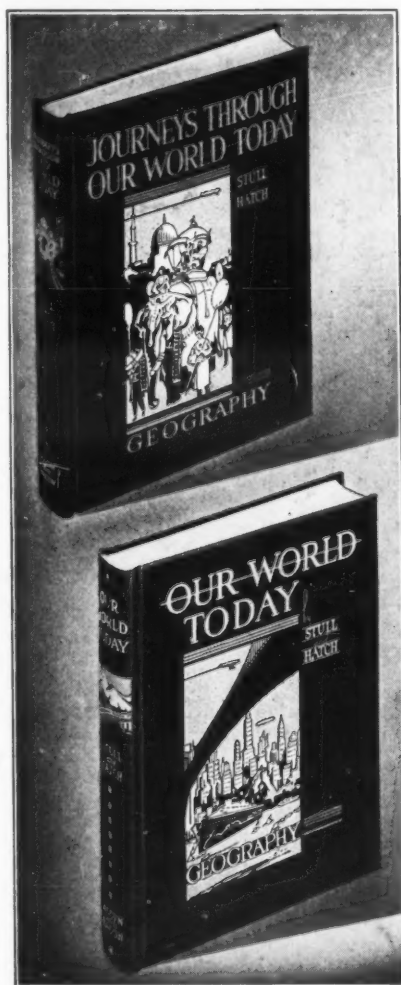
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NEWNESS

INTEREST

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The beauty and the wonder and the power,
The shape of things, their colors, lights, and shades,
Changes, surprises.*

—BROWNING

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